DOCUMENT RESUME

ED 382 767 CE 068 624

TITLE	Texas JOBS Program Evaluation. Final Report.
INSTITUTION	Texas Univ., Austin. Center for the Study of Human Resources.
SPONS AGENCY	Texas Education Agency, Austin.; Texas State Dept. of Commerce, Austin.; Texas State Dept. of Human Services, Austin.
PUB DATE	Mar 94
NOTE	393p.; For the second-year report, see CE 068 625.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC16 Plus Postage.
DESCRIPTORS	Adult Education; *Cost Effectiveness; Economically Disadvantaged; Employment Patterns; *Employment Programs; Enrollment Trends; *Job Training; *Program Effectiveness; Program Evaluation; Program Implementation; Referral; State Programs; Statewide Planning; Vocational Education; Wages; *Welfare Recipients; Welfare Services
IDENTIFIERS	*Job Opportunities and Basic Skills Program; *Texas

ABSTRACT

This report on the early implementation of the Texas Job Opportunities and Basic Skills (JOBS) program and its impact on participants begins with an executive summary. An introduction outlines key research questions, components, and timelines. Section II covers program design and implementation and substate variations. The next five sections address the research questions. Section III analyzes resources and important aspects of service delivery to address resource availability, assessment and service planning, and referral and enrollment patterns. Section IV on activities and services analyzes patterns of participation in activities and services statewide and across the six entering participant cohorts. Section V on program outcomes describes the quasi-experimental analysis, presents immediate and longer-term net impact estimates, presents statewide Aid to Families with Dependent Children and employment and earnings impacts, explores influence of important program factors, and discusses substate variations. Section VI describes the approach and results from the JOBS participant perceptions interviews. Section VII on multiagency benefits/costs summarizes the methodology used in the analysis and presents estimates. Section VIII presents conclusions, observations, and policy implications. Appendixes include 154 references, participation patterns, methodology to measure program impacts, statistical results of impact analyses, survey methodology, and program cost data sources. (YLB)

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TEXAS JOBS PROGRAM EVALUATION

Final Report

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This report was prepared with funds provided through Agreement A, 894 from the Texas Department of Human Services, the Texas Department of Commerce, the Texas Education Agency, and the Texas Employment Commission with the Center for the Study of Human Resources at The University of Texas at Austin. The views expressed here are those of the authors and do not represent the official positions of either the state agencies or The University.

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Acknowledgments

Many individuals assisted the Center's research team. Although researchers bear full responsibility for the final form and content of this report, the analysis presented here would have been impossible without the active support provided by the many administrators and staff involved with the Texas JOBS program.

We express special gratitude to the JOBS Evaluation Work Group, representing four state agencies that are sponsoring the evaluation. The Work Group has guided the research effort from initial design to completion of the final report. Dr. Sandra Simon, Supervisor for Special Initiatives of Client Self-support Services Division at the Texas Department of Human Services (DHS), chaired the Work Group. Other members included Jack Eshelman and Michelle Bensenberg, also of DHS; Sarah Bailey and Joe Yacono of the Work Force Development Division at the Texas Department of Commerce (TDoC); Cherrie Dorman of the Jobs Services Division at the Texas Employment Commission (TEC); and Deborah Stedman, Jim Cheshire and Barbara Tondre-El Zorkani of the Adult and Community Education Division at the Texas Education Agency (TEA). Ellen Skinner, Supervisor of CSS Employment Services, chaired the Interagency Planning Group and shared many helpful comments and suggestions. Several other DHS staff not only provided us with the requisite agency and program/budget insights, but also became de facto Work Group members: Lea Isgur, Margaret Lane-Mendoza, Lela Dyson, Fred Fordyce, Joe Majors and Ken Liles. Ray Bishop, with the Dallas regional office of the U.S. Department of Health and Human Services, also participated actively in Work Group meetings.

Completion of this project required data from all four funding agencies mentioned above. A number of persons were instrumental in helping the project team understand the program and cost data from these agencies. We thank them for their assistance in interpreting these data systems.

Equally important, the Center staff sincerely appreciate the invaluable assistance provided this project by local and regional administrators and staff. A list of these individuals and their agencies is contained at the end of this report. Additionally, heartfelt thanks are extended to the JOBS participants who shared their personal experiences and situations with Center staff over two rounds of interviews in 1992 and 1993.

Several other staff also contributed to the report. Shelly Segal and Chris Young assisted with statistical analysis and data processing. Research support was provided by Leslie Lawson. Mary Jude Peterson and Maura Powers contributed invaluable editorial assistance. Karen Alan provided administrative support. Adil Abubakar contributed production assistance.

Executive Summary

The Texas Department of Human Services (DHS) implemented the Job Opportunities and Basic Skills (JOBS) program in October 1990 with a collaborative, multi-agency effort to provide Aid to Families with Dependent Children (AFDC) caretakers and their families with the education, job skills training and support services they need to move toward economic self-sufficiency. Researchers at the Center for the Study of Human Resources, a research center at the L. B. J. School of Public Affairs of The University of Texas at Austin, conducted a multi-year evaluation of the federally mandated program with funding from DHS, the Texas Department of Commerce (Commerce), the Texas Employment Commission (TEC) and the Texas Education Agency (TEA).

The evaluation addressed several key research questions covering the following areas: resource availability; service delivery; participation patterns; program outcomes (labor market and other); perceptions of JOBS participants; and multi-agency benefits and costs of the JOBS program. *The Texas JOBS Evaluation: Final Report* is the Center's concluding report on the early implementation of the Texas program and its impact on participants.

Conclusions and Policy Implications

Conclusions. Major conclusions and policy implications drawn from all components of the Texas JOBS program evaluation are as follows:

1. The Texas JOBS program *is* working for participants, especially when measured in terms of net impacts on employment and earnings. Net program impacts on employment and earnings associated with JOBS participation, relative to a very similar group of non-participating AFDC caretakers, are both positive and significant. These impacts appear to derive largely from participation in training and education components, regardless of service level, rather than from low-intensity services such as job readiness or job search.

While the estimated earnings impacts are modest in size, JOBS has had a positive effect on the lives of the participants. Although the earnings increases are not sufficient to lift participants' families out of poverty, these increases represent an incremental step toward self-sufficiency by increasing their overall employment rates and earning levels.

Participants perceive the JOBS program as working for them as well as offering them the chance to be better role models for their children. This is very important if there are to be intergenerational effects on poverty and welfare receipt. Participants with children in center-based child care also feel that JOBS is providing their children with more positive opportunities for early childhood development than they would otherwise have had.

2. As currently practiced, sorting AFDC caretakers by service level needs rethinking. Sorting Texas AFDC caretakers into service levels does not appear to be producing the intended effects. Most Service Level I participants have many barriers that are beyond the scope of the job readiness/job search activities now being emphasized under JOBS. DHS should consider broadening the mix of services available to all participants, regardless of service level, or changing the current sorting criteria and process to one that relies more heavily on the results of individual assessment of client needs.

3. Most of the net benefits from JOBS program participation accrue to participants. Most of the net program benefits accrue to participants in terms of increased earnings and tax credits. Small benefits in the form of reduced AFDC and Food Stamps disbursements and most costs accrue to federal and (to a lesser extent) to the state government. The estimated benefits to society cover or come close to covering the measured costs to society, depending on which earnings projection method and discount rate are used.

4. Participants and program staff identify numerous other benefits from participating in JOBS not quantified in the evaluation, including improved self-esteem, greater workforce attachment and intergenerational benefits. A majority of participants surveyed perceived JOBS as a positive step toward a better quality of life for themselves and their children. Most felt that even though economic self-sufficiency was not feasible in the short term, participation in JOBS helped them envision and strive toward a better quality of life through improved motivation, goal setting and participation in education and training. Participation also made them better role models for their children. Clients anticipated that increasing their own educational levels would lead to better jobs for the future and, in the present, allowed parents to take a more active role in their children's education.

JOBS participants and their families have significant needs which are beyond the reach of resources now available to the JOBS program. Physical and mental health problems, substance abuse, unreliable transportation, and family needs and responsibilities often interfered with effective JOBS participation. Once participants become employed, these single parents are hard pressed to juggle work and family needs in neighborhoods characterized by poor health, crime, and unstable finances.

5. Supportive services play a vital role in the Texas JOBS program. The provision of child care and transportation assistance played a vital role in facilitating effective JOBS participation. Both child care and transportation assistance reduced time missed in most JOBS components, independent of the effects of demographic or other factors. Provision of child care and transportation may well have enabled Texas to exceed federal participation rate targets and thus secure enhanced federal matching funds during FYs 1991-1993. These support services are vital. Any funding cuts for child care would seriously affect future participation in JOBS.

6. Emphasis on process rather than outcomes in JOBS is a major programmatic barrier to success. The Texas JOBS program has become increasingly focused on capturing hours of participation in order to reach the federal participation rate targets so as to maximize federal dollars available to operate the program. Striving for higher participation rates in a tight budget environment has resulted in larger caseloads for DHS case managers. This appears to have adversely affected case managers' capacity to have frequent, intensive interaction with participants and their families and to develop and access additional community resources for them.

Lack of an outcomes orientation is also hindering JOBS in its ability to access increasingly scarce job skills training "slots" from JTPA. JTPA is performance-driven, while JOBS, as yet, is not. Lack of an outcome orientation constitutes a serious barrier to building effective programmatic relationships.

7. Texas' investment of resources in JOBS is too little to accomplish either the program's goals of increasing rates of participation or economic self-sufficiency. Texas just managed to exceed the target participation rates for enhanced federal matching funds in FYs 1991-1993, and may do so again in FY 1994. It has done so by achieving greater program efficiency, by modifying program content and by straining its delivery system. The resources for the JOBS program come from DHS, JTPA, Adult Education and others, most of which are declining absolutely and relatively. Texas has been spending, on average, between $2,300 and $2,800 for Service Level I and II participants respectively; only about 25 percent of this is state funding. These resources are stretched far too thin to be as effective as they could be if more intensive services were concentrated on fewer participants. Given the beneficial matching rates for JOBS expenditures—around $1.56 in federal funds for every state dollar spent—Texas should invest more in the JOBS program.

Approach

Researchers conducted field interviews with program administrators and staff from all of the major JOBS partners in four sites (five JOBS counties)—Angelina/Nacogdoches, Bexar, Hidalgo and Tarrant counties—in the spring/summer of 1992 and 1993. These field visits offered insights on the operations of the Texas JOBS program, and how it had changed over time. Researchers also interviewed a panel of early FY 1992 JOBS participants during both site visits to gauge their perceived needs, circumstances, experiences and expectations and those of their families.

Program outcomes for a statewide sample of approximately 20,000 female AFDC caretakers entering the Texas JOBS program from November 1990 through March 1992 were compared statistically to outcomes for similar caretakers who received AFDC during this period but did not participate in JOBS. The comparison group was similar in terms of personal characteristics, prior earnings and total time spent on welfare. Net impacts from overall program participation were derived by comparing average outcomes for the two groups six quarters after program entry. Regression analysis was then used to identify which factors—including participation in individual JOBS program components, demographic characteristics, and local conditions—were statistically associated with producing such program impacts after completing the JOBS program. Cost information from the agencies and benefit data were also assembled to produce a benefit/cost analysis of the Texas JOBS program. Separate analyses were conducted for Service Level I caretakers, whom program administrators considered more job-ready, and Service Level II caretakers, who were thought to need more education or training to be competitive in the Texas job market.

Key Findings

Program Participation. During the first two years of the JOBS program operation in Texas (FYs 1991-1992), nearly 84,000 AFDC recipients enrolled in a JOBS component activity or service. Most of these participants were female (94 percent) and drawing benefits through the State's AFDC-Basic program (98 percent). Two of every three JOBS participants were members of federally-specified target groups, including long-term welfare recipients and young caretakers at risk of becoming long-term recipients, reflecting both the remedial and preventive approaches encompassed by JOBS.

Texas sorted JOBS participants into "service levels" based on their reported educational attainment, prior work experience and other barriers to employment in order to tailor service delivery to the needs of the individual client and to make better use of scarce resources. Service Level I participants are viewed as more 'job ready', having a high school education (or equivalent) or recent work experience and few barriers to employment; Service Level II participants are viewed as less 'job ready', having 8-11 years of education, less recent work experience and modest barriers to employment. Service Level III participants have low education levels, little work experience and barriers to employment which put them beyond the reach of resources available under the Texas JOBS program. Ninety three percent of Texas JOBS participants during this period were determined to be either Service Level I or II.

Service Level I participants are regularly referred to and enrolled in job readiness (life skills, job preparation, and job search skills training) and job search activities, but could also participate in education or job skills training. Seventy percent of Service Level I participants enrolled in more than one component. Service Level II participants are typically referred to and enrolled in adult education classes and survival skills training, prior to enrolling in job skills training. Fifty-six percent of Service Level II participants enrolled in more than one component. The mean length of program stay for Service Level I and II participants was 5-6 months for individuals who had left the JOBS program and 12-15 months for those still enrolled in components (as of August 1992).

The Texas program has consistently emphasized access to educational opportunities: 26 percent and 58 percent of all reported hours of participation for Service Level I and II participants respectively were attributable to JOBS education components, including postsecondary, high school, self-initiated education, GED preparation, and adult basic/remedial education. Job training, though not as widely available as education, accounted for 24 percent and 16 percent of all participation hours for Service Level I and II participants respectively.

More than one-third of all Service Level I and II participants received DHS-funded child care during JOBS participation, while about three-fifths received DHS-funded transportation assistance. Rates of child care receipt rose sharply, approaching 40-50 percent, following the implementation of Child Care Management Services (CCMS). Receipt of child care and transportation assistance significantly reduced the percent of time missed from a scheduled component. Child care receipt was strongly associated with successful participation in GED and job-readiness/job search activities. Participation in almost all component activities was sensitive to the receipt of transportation assistance.

Program Impacts. Participation in the Texas JOBS program during its first two years of operation generally resulted in statistically significant positive net impacts on employment and earnings, significant but negative net impacts on overall AFDC exits and little net impact on AFDC exits due to employment, when measured six calendar quarters after program entry.[1] Although overall impacts were modest in size, participation in JOBS program components resulted in substantially larger impacts for all of the outcomes measured.[2] The strongest and most consistent impacts were found from participation in training and education components, while the weakest impacts were measured for Service Level I caretakers who participated in job readiness and job search. While JOBS participation reduced AFDC recidivism for early cohorts, more time must elapse to fully measure the effects of JOBS participation on this longer-term outcome.

The net impact of JOBS participation on employment and earnings six calendar quarters after program entry was positive for almost all cohorts measured and statistically significant for cohorts beginning participation in JOBS after April 1991. For cohorts entering the JOBS program after this date, the net probability of employment increased by 11-18 percent and net earnings impacts increased by $70-$114 per quarter when measured six calendar quarters after program entry.

Although JOBS did significantly increase the employment rates and earnings levels for JOBS participants, these employment gains were not strong enough to influence the overall rates of AFDC exits to employment within six quarters after entry. Little difference was found between the JOBS sample and comparison group for this measure. Moreover, JOBS participants were significantly less likely than comparison group members to leave AFDC for reasons other than employment.

While the net impact results compare the average JOBS experience to the average experience for comparison group members, differences in both the types of JOBS components received and the length of JOBS participation can affect outcomes for individual participants substantially. Regression analyses were conducted to sort out the relationship of participation in certain JOBS components with each of the outcomes measured.

Among the individual JOBS components, training was associated with the strongest impacts. Participation in JOBS training components—which include job skills training, self-initiated training, and OJT—enhanced positive net impacts for all outcomes measured: AFDC exits, AFDC exits to employment, employment regardless of exit, and UI earnings. Participation in training programs of average duration (286 hours) increased the probability of exit from AFDC for all caretakers by nearly 20 percent and boosted quarterly earnings by $333 for Service Level I participants and $285 per quarter for Service Level II clients.

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[1] The negative net impact on AFDC exits was expected because the JOBS sample included individuals who were still enrolled six calendar quarters after entry and averaged all lengths and types of participation.

[2] The regression techniques, which are used to estimate the effect of individual JOBS components on outcomes, measure the degree of correlation between components and outcomes and does not necessarily imply a cause and effect relationship. Language used in this summary should not be interpreted as implying such a relationship.

Education also had strong and positive impacts for all outcomes measured. The education category includes postsecondary education, high school, self-initiated education, GED preparation, and basic/remedial education. Education for Service Level I caretakers was associated with the best opportunity for employment in $15,000 per year jobs, increasing the prospects for such employment by 33 percent.

For Service Level I participants, life skills /survival skills training resulted in positive and significant impacts on AFDC exits, AFDC exits to employment, exits to high-wage employment, and quarterly UI earnings. The results of life skills training for Service Level II participants were less conclusive.

Job search activities for Service Level I participants—which include job readiness, group and individual job search—resulted in the poorest outcomes of all the components. This group of components actually was associated with a negative effect on AFDC exits and exits to $15,000 employment and had no impact on any of the other outcomes for Service Level I participants. These components are now the core services offered to most Service Level I participants.

Most of the desirable outcomes were not observed until after the participation in programs was completed. While participating in component activities, individuals were less likely to exit and had lower earnings. However, participation in JOBS did not seem to discourage AFDC caretakers from working part-time while they were enrolled in a JOBS component.

Program Benefits and Costs. Many of the benefits from JOBS participation have not yet occurred and are hard to measure, e.g., the level of future earnings, the value of increased literacy and intergenerational effects. The major benefits from participation measured in the evaluation included increased earnings and fringe benefits and reduced welfare payments. Projection of these benefits to the year 2002 as compared with the observed costs of participation (approximately $2,300 for Service Level I and $2,750 for Service Level II) depends upon the earnings projection methodology and the discount rate used. Using conservative assumptions—that participation in the JOBS program produces a change in the *level* of earnings and a moderate discount rate of five percent—discounted net benefits are estimated to be negative: -$509 for Service Level I participants and -$789 for Service II participants. With less conservative assumptions—that participation in JOBS produces a change in the *growth* of earnings and a lower discount rate of three percent—discounted net benefits become positive: +$1,095 for Service Level I and +$65 for Service Level II participants.

The distribution of program costs and benefits is uneven. Savings for the federal government from reduced AFDC and Food Stamp benefits, due to increased participant earnings, are almost completely offset by corresponding increases in the Earned Income Tax Credit (EITC) for those same individuals. Potential savings from reduced AFDC payments are limited by the relatively low level of these benefits in Texas. The federal government incurs almost 75 percent of the costs of JOBS participation, and participants receive most of the benefits.

Recommendations

Policy and program recommendations based on both the evaluation of the Texas JOBS program and on examination of the existing literature on welfare-to-work programs are included in Section VIII of the report. Major areas addressed in the recommendations include the need for a stronger outcomes orientation in the JOBS program, changes in the existing service-level sorting process for participants, pursuit of a common assessment policy across agencies, and stronger linkages between JOBS and some of its current and potential partner agencies. These recommendations are intended to provide policymakers and others with information to enhance program effectiveness for Texas AFDC caretakers and their families.

I. Introduction

A. The Texas JOBS Evaluation: Overview

The Texas Department of Human Services (DHS) has implemented the Job Opportunities and Basic Skills (JOBS) training program established by the Family Support Act of 1988 with a broad-based, multi-agency effort designed to provide Aid to Families with Dependent Children (AFDC) caretakers and their families the education, job skills training and support services they need to become economically self-sufficient. Other agencies collaborating with DHS in the JOBS program since it was implemented on October 1, 1990, include: the Texas Department of Commerce (Commerce), providing job training under the Job Training Partnership Act (JTPA); the Texas Employment Commission (TEC), providing labor exchange services; and the Texas Education Agency (TEA), offering adult education services.

Researchers at the Center for the Study of Human Resources, a research center at the Lyndon Baines Johnson School of Public Affairs of The University of Texas at Austin, conducted a multi-year evaluation of the Texas JOBS program with funding from DHS, Commerce, TEC and TEA. The evaluation has used a combination of approaches, including: statistical analysis of state and local administrative records; field interviews with program administrators and staff from the collaborating programs in selected sites across the state; and interviews with JOBS participants themselves. Both process (implementation) and outcomes analysis have been featured in the evaluation.

The evaluation has been guided by two interagency groups:

- The *JOBS Evaluation Work Group*, chaired by DHS and including representatives of Commerce, TEC and TEA, met with the researchers as needed to provide day-to-day input on all aspects of the evaluation; and
- The *JOBS (Welfare Reform) Interagency Planning Group* (IPG), also chaired by DHS and with membership spanning a number of state and local agencies, served as the Evaluation Steering Group with regular briefings by the researchers.

B. Key Research Questions

The evaluation has addressed a number of key research questions which were developed in conjunction with policymakers and program staff from agencies with an active stake in the program and its results. Center researchers worked both with a small interagency group which ultimately became the nucleus of the Work Group, and the IPG, to develop and refine the evaluation's primary research questions which are presented in Table 1.1. The research questions encompass seven broad areas, as follows: resource

Table 1.1
Key JOBS Evaluation Research Questions

1. *Resource Availability.* Are sufficient resources available among service providers targeting their services to JOBS participants to address the needs of JOBS clients?

2. *Assessment and Service Planning.* How well are client barriers, educational and other needs being assessed by participating agencies and programs? Are JOBS employability (service) plans truly individualized? Are efforts being duplicated to any significant degree? Are these plans utilized by case managers (DHS or others) to move clients towards economic self sufficiency?

3. *Referral and Enrollment Patterns.* On what basis is the decision made to refer JOBS participants to specific program deliverers? *To what extent are JOBS referrals being enrolled in programs? What is the time lag between referral and enrollment in JOBS programs? Has there been improvement in this time lag over pre-JOBS programs?* Do Service Level I referrals return to DHS case management after not being accepted by or not showing up for contractor services?

4. *JOBS Activities and Services.* How well are JOBS participants being served? What activities and services are they receiving from the participating agencies and programs? Are efforts being duplicated to any significant degree? How long are participants staying in each program component? Are the activities and services provided appropriate for both their needs and the requirements of their local labor markets?

5. *Program Outcomes.* What have been the immediate and longer-term outcomes from pre-JOBS and JOBS program participation, in terms of labor market outcomes (i.e., employment and earnings) and returns to welfare? Are there significant differences by program component or service level? Is there significant variation among the substate geographical areas? What factors are associated with successful labor market outcomes? What factors are associated with returns to welfare?

6. *Participant Perceptions.* How do participants view the JOBS program? Do they feel that the programs have addressed their needs and circumstances? Have the programs prepared them well for becoming economically self-sufficient? How has JOBS dealt with the needs of their children and with their broader family circumstances? How do participants view the potential conflict between their roles as parents and workers?

7. *Multi-Agency Benefits/Costs.* What is the estimated average cost per participant of JOBS, including the activities and services provided by all agencies and programs whether on a reimbursable or non-reimbursable basis? *What are recommended approaches for measuring multi-agency/program costs and benefits of JOBS participation?* What are multi-agency/program costs and benefits of JOBS participation from key perspectives (e.g., client, government, society)?

Note: Subquestions in italics either proved infeasible to answer due to the lack of the requisite agency program data (JOBS/pre-JOBS referral and enrollment patterns) or were addressed in the first year (recommended benefit/cost methodology).

availability; assessment and service planning; referral and enrollment patterns; activities and services under JOBS; JOBS outcomes, both labor market and other; the perceptions of JOBS participants; and the multi-agency benefits and costs of the JOBS program.

C. Evaluation Components and Timelines

As envisioned under the Family Support Act, designed by Texas policymakers and ultimately implemented by Texas agencies, JOBS is a complex program undertaking which involves coordinating an array of services from a diverse set of agencies, programs and providers in order to assist a target population with many personal and family barriers. The program's ultimate aim is to help these caretakers and their families attain economic self-sufficiency through participation in education, job skills training, job search and other activities. Thus, Center researchers evaluated the Texas JOBS program over a period of time using a complex, multi-faceted set of evaluation tools, some of which are more quantitative, and some more qualitative.

Quantitative & Qualitative Methods. Two quantitatively oriented methods have been used in the evaluation: quasi-experimental, net impact and benefit/cost analysis. Each is characterized briefly below. Detailed methodological descriptions are contained in the relevant sections of the report, as well as in appendices which follow.

Quasi-Experimental, Net Impact Analysis. The initial design called for examining *gross* welfare receipt and labor market outcomes from JOBS over time and comparing them with similar outcomes from the immediate pre-JOBS programs, adjusting statistically for the influence of key demographic, programmatic and other environmental factors.[1] Subsequently, Center researchers dropped the initial design in favor of a more complex, more appropriate methodology—quasi-experimental, net impact analysis—following recent research by Heckman and Hotz (1989) and Bowman (1993).[2]

The quasi-experimental approach used to estimate the impact of JOBS participation on subsequent welfare, employment and earnings experiences is first to establish a comparison group of non-JOBS AFDC caretakers who were similar to the sample of JOBS participants (e.g., in terms of gender, race/ethnicity, education, prior work experience, earnings and welfare receipt), *except for* JOBS participation. Then, the outcomes for each are compared, with additional statistical adjustments made as needed.

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[1] Schexnayder and King (1992) used this approach in previous Center research on Texas welfare-to-work and training programs.

[2] The preferred impact analysis methodology is an experimental design featuring a comparison of two groups created via random assignment, one a treatment and one a control group. This is the far more costly methodology utilized in the national JTPA evaluation by Bloom, et al. (1993) and now being employed in the ongoing national JOBS evaluation by MDRC and SPR Associates as well; see Manpower Demonstration Research Corporation (1991a and b).

As explained in Heckman and Hotz (1989), for this type of impact analysis it is crucial that earnings and other outcome patterns be virtually identical in some *pre*-participation time period which is unaffected by the decision to participate, thereby avoiding the problem of selection bias. This important condition has been met in the analysis for the current Texas JOBS program evaluation.

It is noteworthy that Texas has added its own twist to the JOBS program in at least one important respect which is especially important for this evaluation. As explained more fully in the following sections, the Texas JOBS program initially sorts AFDC caretakers into three groups, or service levels, based upon their reported education, work experience and other barriers to employment. Service Level (SL) I participants tend to have the highest education levels and the best prior work experience, while SL III participants have the lowest education, very little work experience and barriers to employment thought to be beyond the reach of Texas' JOBS resources. SL II participants fall between the SL I and III participants in terms of education and work experience. Texas' JOBS program has devoted most of its resources to serving SL I and II participants, which together comprised some 93 percent of Texas JOBS participants. This evaluation thus has examined participation patterns and estimated net impacts primarily for female SL I and II JOBS participants who have been drawn from the Texas AFDC-Basic program.

Benefit/Cost Analysis. The second quantitative method applied in the evaluation, benefit/cost analysis, is closely tied to the first. Benefit/cost analysis makes use of the net impact estimates as one key part of the benefit side of the analysis, as well as cost information drawn from each of the collaborating JOBS partners. Net benefits (less costs) are estimated from various perspectives (i.e., participants, government and society) and discounted to the present time for purposes of making valid comparisons.

Two more qualitative methods complement the quantitative analysis: on-site interviews with program administrators and staff; and interviews with JOBS participants to gauge changes in their perceptions of their needs or of the JOBS program.

Site Visits. Center researchers conducted lengthy interviews with administrators and staff from the various programs and providers collaborating in the JOBS programs in four sites, encompassing five JOBS counties: Angelina/Nacogdoches, Bexar, Hidalgo and Tarrant counties. Figure 1.1 is a Texas map showing the location of the state's JOBS counties and highlighting the five counties which served as evaluation sites.[3] (The site selection process is explained in the following subsection.) Site visit interviews focused

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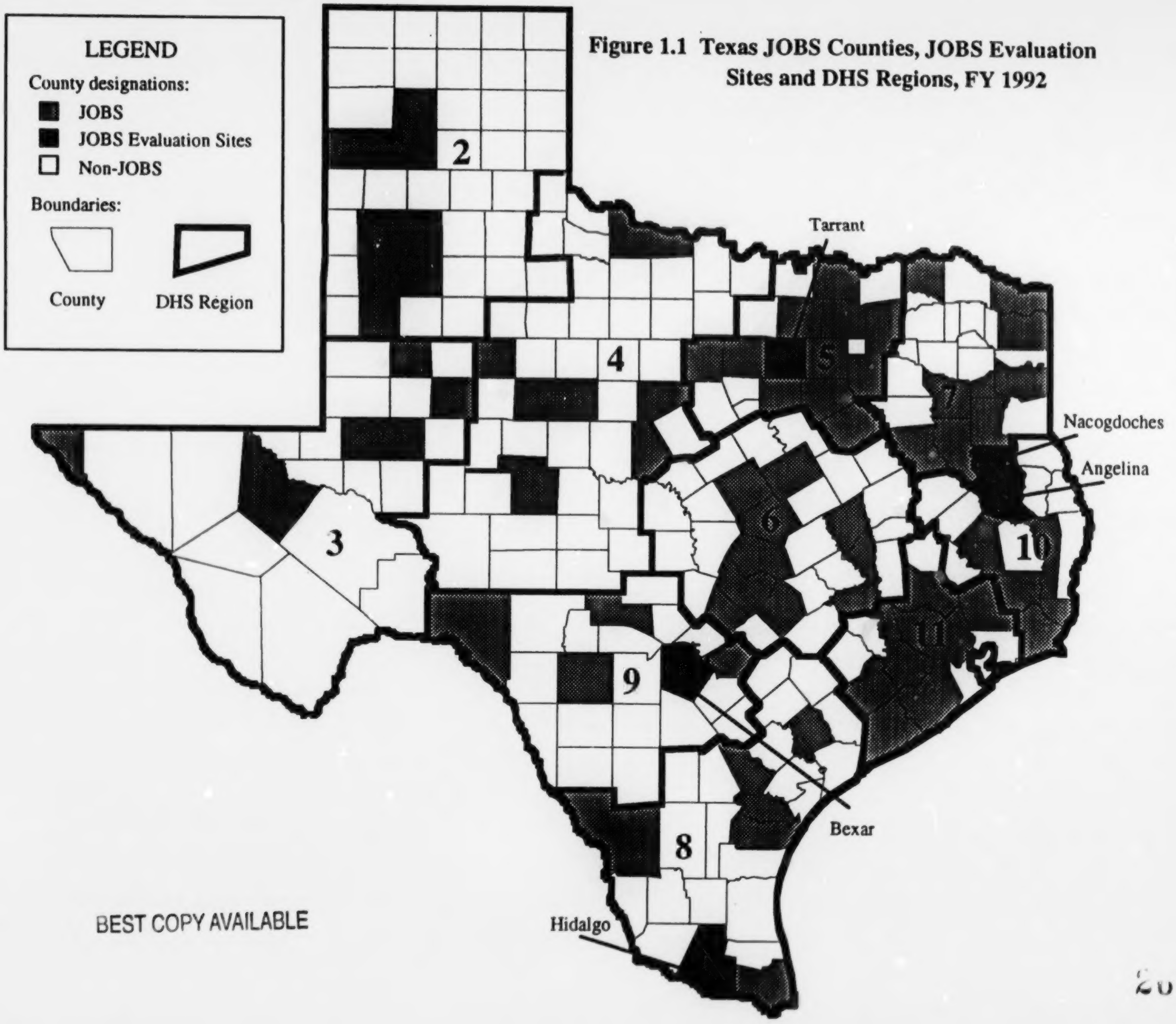
[3] During the period of this analysis, the number of official JOBS counties increased from 82 (in FYs 1991 and 1992) to 87 (in FY 1993). The term "statewide" refers to operations in the JOBS counties.

Figure 1.1 Texas JOBS Counties, JOBS Evaluation Sites and DHS Regions, FY 1992


LEGEND
County designations:
JOBS
JOBS Evaluation Sites
Non-JOBS
Boundaries:
County
DHS Region
2
3
4
5
6
7
8
9
10
11
Tarrant
Nacogdoches
Angelina
Bexar
Hidalgo

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on substate JOBS implementation during FYs 1992 and 1993. Interviews were conducted with administrators and staff from DHS JOBS and Eligibility, JOBS Contractors, JTPA, the Child Care Management Systems (CCMSs), Adult Education Cooperatives and others as necessary.

Longitudinal Participant Surveys. Center staff also interviewed FY 1992 JOBS participants at length in these four sites. Interviews were conducted in two rounds with the same JOBS participants, supplemented with information drawn from DHS case files; i.e., a modified longitudinal panel approach. Participant interviews largely focused on participants' views of the JOBS program, specifically how it may have addressed their needs and circumstances, prepared them for becoming economically self-sufficient and dealt with the needs of their children and with their broader family circumstances. Nearly all of those interviewed were SL I and II participants.

Site Selection. Center staff worked with the JOBS Evaluation Work Group to select four or five counties for the site visits and JOBS participant interviews. While such a small number of sites could not represent Texas' JOBS program efforts statistically, they could illustrate operational issues along important characteristics and features. Site selection criteria included: continuity with past/ongoing JOBS studies, diversity—in terms of state geographic coverage, size, urban/less-urban character, race/ethnicity, type of JOBS contractor and JOBS participation rate performance—and the availability of pre-JOBS, student-level adult education data.

Using these criteria, Center researchers informally polled individuals knowledgeable about JOBS implementation across the state, while Workgroup members solicited input from within their respective agencies at various levels. A list of 18 potential counties/sites was compiled and an information matrix developed. The matrix provided geographic, demographic and economic data for each potential site, as well as program information concerning the local JOBS, JTPA and Adult Education programs. The Workgroup ultimately selected four sites—encompassing five counties—that conformed to the selection criteria: Bexar, Hidalgo, and Tarrant counties were selected as individual county sites; Angelina and Nacogdoches counties, which are contiguous, relatively rural counties, were chosen to function as a single site. Table 1.2 provides detailed information about each of these sites/counties.

Timeframes. The evaluation examined several different versions of the Texas JOBS program. As explained in detail in Section II, the contractual arrangements and available activities and supportive services for participants statewide were substantively different in FYs 1991, 1992 and 1993. Out of necessity, the quantitative portions of the analysis focused largely on those who participated in JOBS in FYs 1991 and 1992.

Table 1.2
Texas JOBS Evaluation Counties
Selected Information

Category/Item	Angelina Co.	Nacogdoches Co.	Bexar Co.	Hidalgo Co.	Tarrant Co.
Principal City/Town	Lufkin	Nacogdoches	San Antonio	McAllen	Fort Worth
Population[a]	69,884	54,753	1,185,394	383,545	1,170,103
1990 Population Density	87	58	950	244	1,348
Racial/Ethnic Population Mix:[a]					
Anglo	76%	78%	42%	14%	73%
Hispanic	9%	5%	50%	85%	12%
Black	15%	16%	7%	0%	12%
Other	1%	1%	2%	1%	3%
1992 Average Annual Unemployment Rate[b]	7.5%	6.3%	6.9%	16.9%	7.1%
Average Non-farm Weekly Wage[c]	$435	$360	$463	$340	$554
Poverty Rate[d]	19%	25%	20%	42%	11%
Total FY 1992 JOBS Participants[e]	311	286	6,161	2,415	3,175
Share, FY 1992 State JOBS Participants[f]	1%	1%	10%	4%	5%
FY 1990-91 AFDC Caseload Growth Rate	6%	6%	4%	8%	16%
FY 1992 JOBS Participation Rate	17%	14%	11%	15%	11%
AFDC Share, PY 1991 JTPA Terminees[g]	22%	22%	26%	24%	31%
JOBS Share, PY 1991 JTPA Terminees[g]	2%	2%	9%	4%	7%
FY 1992 Adult Ed-AFDC/JOBS Expenditure[h]	$103,087	$103,087	$647,356	$336,050	$264,862
FY 1992 Statewide JOBS/Adult Ed Share	2%	2%	13%	7%	6%

Source: [a] US Department of Commerce, Bureau of the Census. (May, 1991). *1990 Census of Population and Housing.*
[b] Texas Employment Commission (1991, 1992). *Labor Force Estimates.*
[c] Texas Employment Commission. (1992). *Covered Employment and Wages by Industry and County, Fourth Quarter, 1992.*
[d] US Department of Commerce, Bureau of the Census. (May 1991). *1990 Summary of Social, Economic and Housing Characteristics.*
[e] Texas Department of Human Services. (1993). Unpublished data.
[g] Texas Department of Commerce. (1993). Unpublished data.
[h] Texas Education Agency, Adult and Community Education Division. (1992). Unpublished data.

Conducting postprogram analysis of later versions of the JOBS program and later cohorts of JOBS participants was not feasible given the limitations imposed by the time available since program implementation, as well as data collection and reporting lags. The field visits primarily examined the FY 1992 and FY 1993 JOBS programs and how they had changed from the initial FY 1991 version of the program. FY 1992 JOBS participants' views were captured, along with their subsequent experiences and changing perceptions through the summer of 1993.

JOBS Participant Cohorts. Analysis of participation patterns (Section IV), net impacts (Section V) and benefits and costs (Section VII) has necessarily focused on major subsets of FY 1991 and 1992 JOBS participants. Participation analysis, statewide and in each of the sites, was based upon the patterns for all female, AFDC-Basic SL I and II participants who entered the program between October 1990 and March 1992 and who reported at least one hour of JOBS component activity. Their detailed program participation patterns were examined through August of 1992. The net impact and benefit/cost analyses relied upon a statewide sample of almost 20,000 SL I and II participants, subject to similar criteria and constraints, drawn from six entering JOBS program cohorts. Approximately 3,300 participants each comprised the JOBS program sample drawn from SL I and II participants entering in 1990:Q4 (the first quarter of Texas JOBS program operations), 1991:Qs1-4, and 1992:Q1. Of the statewide JOBS participant sample, around 56 percent were SL I participants, and 44 percent were SL II participants.

D. Previous Texas JOBS Evaluation Reports/Papers

The Texas JOBS evaluation began in the fall of 1991. In addition to the current report, it produced a number of formal evaluation reports, and a series of smaller reports and issues papers. The earlier JOBS evaluation reports/papers are:[4]

- *TEXAS JOBS EVALUATION: First-Round Selected Program Sites and Participant Perceptions Report* (January 1993) by Christopher T. King, Diane Tse-i Pan, Daniel P. O'Shea and Leslie O. Lawson (265 pp.)
- *TEXAS JOBS EVALUATION: First-Round Selected Program Sites and Participant Perceptions Report—SUMMARY REPORT* (January 1993) by Christopher T. King, Daniel P. O'Shea, Diane Tse-i Pan and Leslie O. Lawson (14 pp.)
- *Statistical Measurement Issues Influencing the Comparison of Texas Pre-JOBS and JOBS Program Data* (July 1993) by Deanna T. Schexnayder (27 pp.)

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[4] To obtain copies of Texas JOBS Evaluation reports, contact the Center for the Study of Human Resources at The University of Texas at Austin (512/471-7891) for cost and shipping information.

TEXAS JOBS EVALUATION ISSUES PAPERS (May 1993):

- *"Economic Self-Sufficiency for AFDC Families"* (4 pp.)
- *"Employment and Welfare Recidivism"* (4 pp.)
- *"Human Capital Investment and Welfare"* (4 pp.)
- *"Interagency Coordination and Its Effects"* (4 pp.)
- *"The Value of Child Care Assistance to Low-Income Families"* (4 pp.)

E. Organization of the Report

The report is organized as follows. Section II provides a brief overview of the Texas JOBS program design and discusses the implementation of the program, as well as important substate variations observed in the four sites. Section III analyzes resources and important aspects of service delivery for the program, addressing research questions one through three. Section IV addresses research question four. It analyzes detailed patterns of participation in component activities and services statewide and across the six entering participant cohorts. Section V addresses research question five. It describes the quasi-experimental analysis and presents immediate and longer-term net impact estimates. Statewide AFDC and employment and earnings impacts are presented, the influence of important program factors is explored and substate variations are discussed. Section VI then offers an overview of the approach and results from the JOBS participant perceptions interviews. Results are compared for both rounds of interviews, addressing research question six. Section VII addresses research question seven. It summarizes the methodology used in the benefit/cost analysis and then presents program benefit/cost estimates. Section VIII concludes the text, presenting conclusions, observations and policy implications related to both the Texas and U.S. JOBS programs. Policy and program recommendations are offered for the JOBS program as well.

Several appendices follow the body of the report. Appendix A presents detailed JOBS program participation patterns data for each of the cohorts. Appendix B describes the methodology used to estimate net program impacts, as well as the major data sources and construction of the research data sets. Appendix C provides detailed statistical results from the program impact analyses. Appendix D describes the JOBS participant survey methodology and presents the survey instrument utilized in the second (1993) round. Appendix E is a very short explanation of the benefit/cost methodology and the principal sources of program cost data. Appendix F provides a list of the program administrators and staff in the four sites who assisted in the evaluation.

II. Texas JOBS Program Design and Implementation

This section discusses the design features and implementation processes of the Texas JOBS program.[5] Identification of major JOBS-related provisions contained in the FSA and distinctive features of the Texas JOBS program are followed by a brief discussion of the macroeconomic context in which the program operates. Analytic descriptions of program implementation are presented from three perspectives: substate diversity, key steps in the client flow process, and cross-site observations.

Within this design and implementation overview three characteristics of the Texas JOBS program emerge: consistency, diversity, and change.

- Consistency in the program has been maintained to the degree that the basic and centralized features established in the state JOBS design and its adherence to the purpose and intent of the Family Support Act have remained intact.
- Diversity is a characteristic of implementation in a broad based program that encompasses different substate regions and a multitude of agencies and programs, each with a relative degree of local autonomy and discretionary level of attachment to the local service delivery configuration.
- Change affects the preceding features as federal, state, and local actors and entities interact to adjust policy, procedures, and practices to refine and improve implementation of the JOBS program.

A. General JOBS Program Description

Passage of the Family Support Act (FSA) in October 1988 brought sweeping reform of the nation's welfare system.[6] Among the changes it introduced were: initiating a new system of child support enforcement and paternity establishment nationwide (Title I); establishing the JOBS training program to replace the existing Work Incentive (WIN) program, initially authorized in 1967 (Title II); mandating that states offer support services, such as child care, if necessary for program participation, as well as transitional child care and Medicaid for up to 12 months following termination from AFDC as a result of increased earnings (Title III); and mandating that all states offer welfare benefits to intact two-parent families—so-called Unemployed Parents (UP) programs—(Title IV). States were given until October 1, 1990 to begin their JOBS and AFDC-UP programs, while transitional child care and Medicaid had to be offered no later than April 1, 1990.

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[5] This section is a slightly modified and updated version of information found in King et al. (1993).

[6] For discussions of the events which led to the FSA, see: Congressional Budget Office (1989); Gueron and Pauly (1991); and a symposium with articles by Wiseman (1991) and others.

Table 2.1 Selected Features of JOBS

Mission:	• To promote long-term economic self-sufficiency for AFDC caretakers and their families and to avoid long-term welfare dependency.
Exemptions:	• JOBS eligibles may claim the following exemptions from participation: caring for dependent child under 3 years of age, ill or incapacitated dependent; pregnant in 2nd trimester; ill; child care not available; too remote. Custodial parents under 20 years without high school diploma not exempt regardless of dependent age; must participate in education, attend training or work.
Targeting:	• 55 % of JOBS funds must be expended on federal target groups: Young (under 24 years) Custodial Parents; Soon-To-Be-Ineligible Caretakers and their families (youngest child within 2 years of being ineligible); and Long-Term (36 of prior 60 months) AFDC Recipients. (Texas established two additional "priority groups": AFDC-Unemployed Parents; and 16-17-year-old Out-of-School Youth.)
Responsible Agency:	• Title IVA agency, but may contract directly with JTPA, state/local education agencies and others; must consult/coordinate with state education, job training and ES agencies, and local PICs.
Activities & Services:	• Mandatory state components: education; job skills training; job readiness training; job development/placement. Optional components (at least two): job search; OJT; CWEP; Work Supplementation. (In Texas: job search, OJT) • "Complete" program consists of: all mandatory plus two optional components; "minimal" program consists of: high school or equivalent education, one optional component and referral to available non-JOBS employment services.
Participation:	• Required rates: 7% of non-exempt eligibles for FY 1990-1991; 11%, FY 1992-1993; 15%, FY 1994; rising to 20%, FY 1995. Period shortens, calculations progressively tighten: annual in FY 1990, monthly in FY 1994. • By HHS regulations, the group of individuals counting towards participation rate must be scheduled for average participation of 20 hours/week. States get credited with individual's scheduled hours as long as the participant attends at least 75% of scheduled hours.
Funding:	• Texas was allocated $48.0 million in FY1992 federal JOBS funds, but only drew down $33.5 million for total program of $56.2 million. Texas' initial federal allocation for FY1993 was $48.2 million of which the state expected to draw $37.2 million for a total program of $62.0 million. • Federal/state matching rates: 50/50 for administrative, transportation and work-related; higher of 60% or state's Medicaid rate (~64%) for program components, full-time JOBS staff—latter rate subject to state successfully meeting target group and participation rates in FY1991; only 50/50 if not.
Geographic Coverage:	• By 10/92 must: 1) be statewide; 2) offer complete programs in political subdivisions containing 75% of AFDC caretakers (and all MSA counties), and minimal programs in areas with 95% of caretakers; or 3) get HHS approval for less-than-statewide operations. (Texas chose the last option.)
Performance Standards:	• Legislative language on outcome-based standards (e.g., increased earnings, reduced dependency) was to be recommended by HHS on 10/93 (postponed until 10/94).

Key features of the JOBS program under the FSA are summarized in Table 2.1.[7] In replacing the various incarnations of WIN, JOBS more directly addressed the mission of economic self-sufficiency for welfare recipients and moved toward an approach embodying the concept of mutual or shared obligation. Its major design features were explicitly grounded in research findings which had been emerging from nearly a decade of state-based program experimentation documented by the Manpower Demonstration Research Corporation (MDRC) and others.[8] It also attempted to bring welfare-to-work policy more in line with prevailing social behavior and mores. Responsibility for JOBS was given to each state's Title IVA agency.

The JOBS targeting provisions went well beyond simply listing various groups exempt from participation. A number of groups continue to be exempted from participation (e.g., the elderly, those too remote to serve), but JOBS also reduced the age for pre-schoolers at which mothers are exempted from 6 to under 3 years of age and allowed states the discretion to reduce it even further. That most mothers with young children were in the labor force was clearly a deciding factor. JOBS further specified several federal target groups—young custodial parents, long-term caretakers, and caretakers soon to be ineligible due to the age of their youngest child—upon which states were required to expend at least 55 percent of their funds in order to qualify for enhanced federal match (i.e., the state's Medicaid matching rate).[9]

JOBS spelled out the activities and services which were to be provided. States are required to include certain types of mandatory and optional activity components and employment services. The mandatory activity components and employment services are education, job skills training, job readiness training, and job development/job placement. The four optional activity components, from which states must select at least two components, are community work experience (CWEP) or another work experience program approved by the federal Department of Health and Human Services (HHS), work supplementation, job search assistance (individual or group), and on-the-job training (OJT). In addition to the mandatory and optional components, states may also offer post secondary education and other education, training, and employment-related activities determined by each state and allowed by HHS. Support services include child care, transportation assistance, and one-time work-related expense payments. JOBS participants—as well as any AFDC recipients—who are denied AFDC as a result of increased income due to employment are eligible for transitional child care and medical assistance for up to one year.

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[7] For more information on the FSA and its accompanying HHS regulations, see Greenberg (1992), available from the Center for Law and Social Policy.

[8] Gueron and Pauly (1991) and Moffitt (1992) summarize this research. Other important contributions include Bane and Ellwood (1983) and Ellwood (1986).

[9] These groups were established in large part based on the research findings by Ellwood (1986).

States were given the option of either operating the program on a statewide basis or securing federal approval for operating on a less-than-statewide basis. Under the less-than-statewide option, states were to offer: "complete" programs—all mandatory plus two optional components—in areas including all metropolitan statistical area (MSA) jurisdictions containing 75 percent of AFDC caretakers; and "minimal" programs—high school or equivalent education, one optional component and referrals to non-JOBS employment services—in areas containing 95 percent of AFDC caretakers.

States also had to ensure that at least 7 percent of non-exempt JOBS eligibles were participating in components in FYs 1990 and 1991; this figure increased to 11 percent in FYs 1992 and 1993, 15 percent in FY 1994 and will peak at 20 percent in FY 1995. The penalty for not attaining these participation rates or not expending the requisite share on the federal target groups is reduced federal match; i.e., the matching rate would fall from the state's Medicaid rate (64.18 percent in FY 1992) to only 50 percent. Under JOBS, while federal funds were committed to matching state appropriations for this purpose under a capped federal entitlement, the states' appropriations have been such that a considerable share of these funds has not been used. Further, states could not require caretakers to participate if they needed child care or transportation and the state did not provide it. Legislative language concerning outcome-based performance standards—a first for welfare-employment programs—was left intentionally vague, leaving it to be proposed to Congress by the Secretary of Health and Human Services no later than October 1, 1993.[10]

B. Distinctive Features of the Texas JOBS Program

On October 1, 1990, Texas implemented comprehensive ("complete") JOBS programs in 82 of its 254 counties, relying heavily upon its experience under REFOCUS, a statewide program begun as a series of three local pilot projects in 1988.[11] These JOBS counties accounted for just under 90 percent of the state's AFDC caseload. REFOCUS included a number of features which have become integral to the Texas JOBS program, including: a mission more oriented toward longer-term, preparation for economic self-sufficiency; reliance on an interagency, collaborative services model, rather than having DHS be the sole provider of services; client sorting based on an initial screening of clients' education, training, work history and other assets and barriers; tailoring program treatments to individual participant's situations and needs; and increased attention to participants' supportive services needs. Several program features of JOBS in Texas are introduced in the following paragraphs.

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[10] The Clinton Administration asked Congress and received a one-year extension (i.e., until October 1, 1994) for establishing such standards.

[11] For more on Texas' early decisions regarding JOBS, see the relevant portions contained in the SUNY JOBS study by Hagen and Lurie (1992), as well as King and Schexnayder (March 1991).

Collaborative Services Model. A "collaborative services model" has been adopted for JOBS by DHS and its state partners. Under this model, many substantive activities (education, skills training) are obtained from other systems (local literacy councils, Adult Education Cooperatives, community colleges, JTPA). Participating agencies are linked to the program by legislative directives, contractual agreements, non-financial interagency agreements, and informal referral practices. Activities and services can be provided on a reimbursable basis through state and federal JOBS monies, on a non-reimbursable basis by entities funded by other means (including other public and private grants and local, state, or federal programs), or through a combination of JOBS and non-JOBS monies.

Client Sorting/Service Levels. AFDC clients are sorted into three groups (referred to as Service Levels) based on an initial screening of their educational attainment, recent work experience and other barriers conducted by DHS Income Assistance workers when clients apply or are recertified for AFDC benefits.[12] "Triaging" is not a feature provided for in the FSA, nor is it addressed in federal JOBS regulations, but was instituted under REFOCUS as a mechanism to better tailor program treatments to client needs in an environment characterized by very limited resources and rising caseloads.

A Service Level (SL) classification for each applicant is generated automatically by the Generic Work Sheet (GWS) feature of the automated eligibility program. Based upon information obtained during the interview, applicants are qualified as either SL I or SL III; the SL II designation is assigned to clients who do not fit either the SL I or SL III classification. SL I participants—the most "job-ready"—have completed high school or its equivalent, or completed a job skills training program, or have recent work experience in above-minimum-wage employment. DHS expects SL I participants to be job-ready in six months on average. SL-III's have less than an eighth grade education, limited or no work history, or significant barriers to employment. Service Level II clients have between 8 and 11 years of education, relatively recent work experience at wages above the minimum and only minor barriers to employment. DHS expects to be able to bring Service Level II participants to job-ready status on average within twelve months. JOBS program targets resources to serve SL I and SL II participants. In the current resource environment, it is expected that DHS can do little for Service Level IIIs beyond simply providing them information and referrals to existing community services. The service level criteria and the resource targeting based on the service level sorting are depicted in Figures 2.1 and 2.2.

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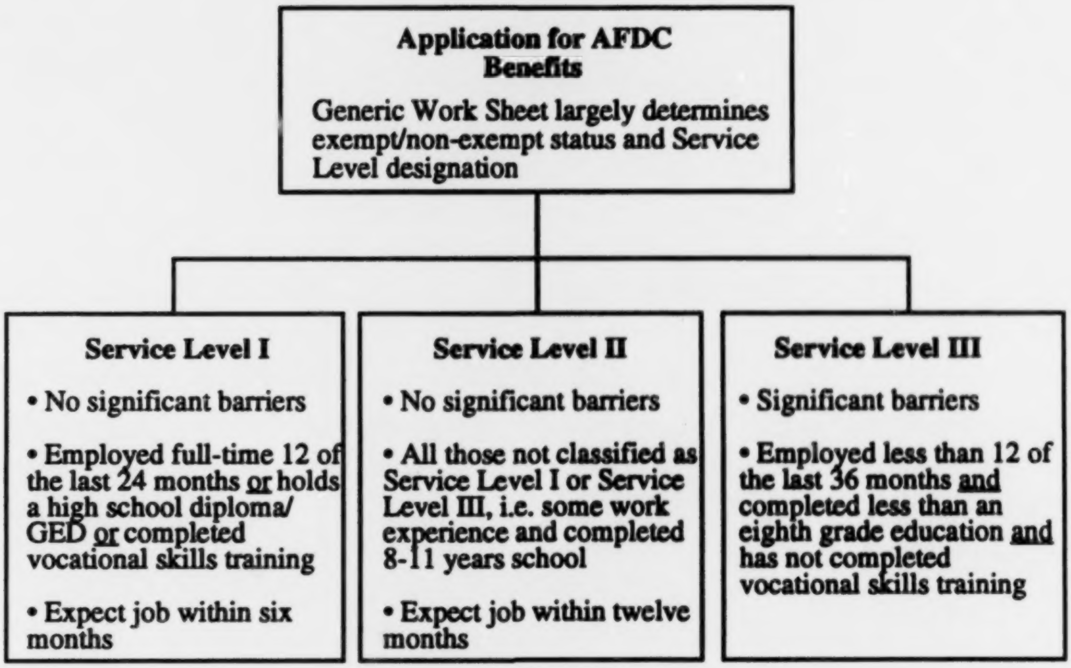
[12] This process has been described in numerous other reports, e.g., by Gula and King (1990), and it can be found in the most recent version of the DHS *JOBS Program Direct Delivery Handbook* (1993a).

Figure 2.1
Service Level Criteria in the Texas JOBS Program



Application for AFDC Benefits

Generic Work Sheet largely determines exempt/non-exempt status and Service Level designation

Service Level I

- No significant barriers
- Employed full-time 12 of the last 24 months or holds a high school diploma/ GED or completed vocational skills training
- Expect job within six months

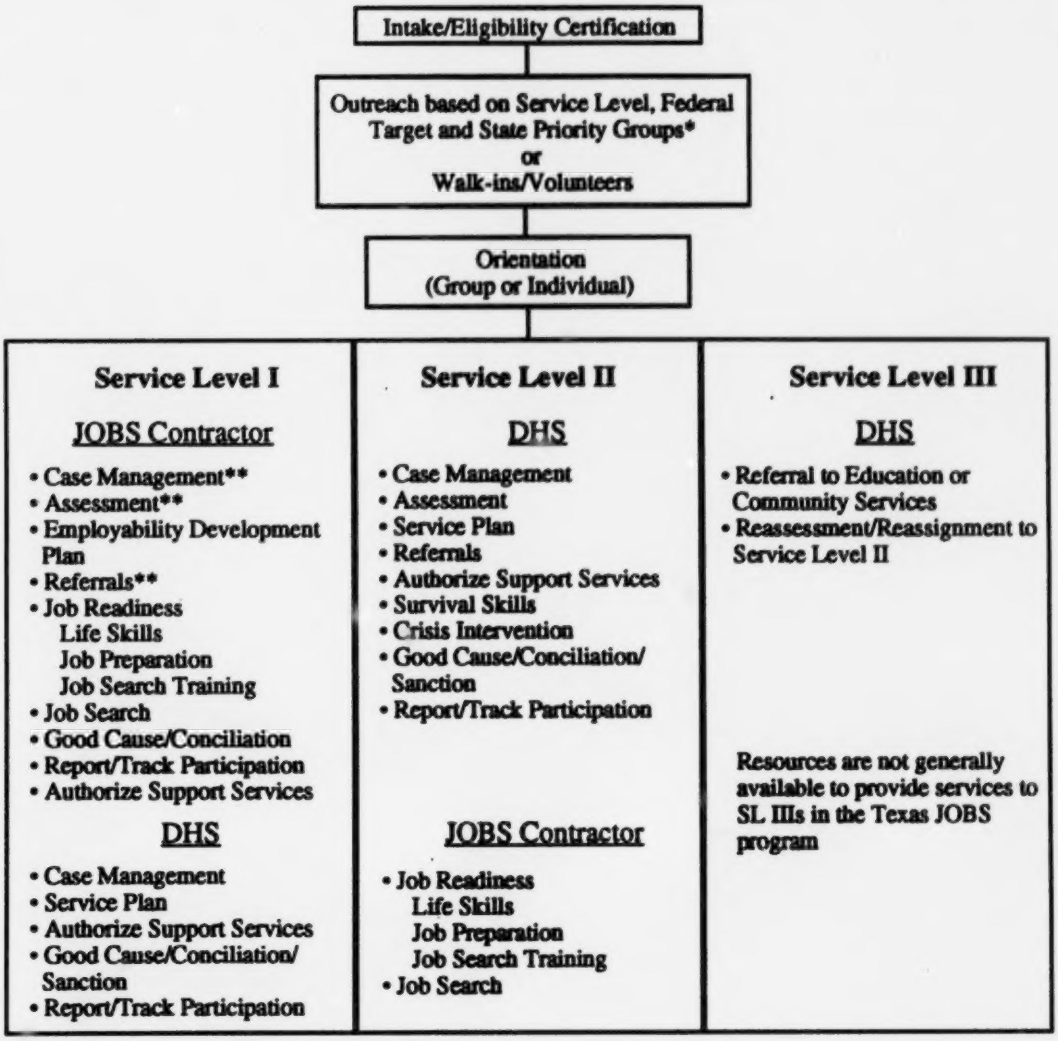
Service Level II

- No significant barriers
- All those not classified as Service Level I or Service Level III, i.e. some work experience and completed 8-11 years school
- Expect job within twelve months

Service Level III

- Significant barriers
- Employed less than 12 of the last 36 months and completed less than an eighth grade education and has not completed vocational skills training

Figure 2.2
Resource Targeting by Service Level in the Texas JOBS Program


Intake/Eligibility Certification
Outreach based on Service Level, Federal Target and State Priority Groups*
or
Walk-ins/Volunteers
Orientation
(Group or Individual)
Service Level I
JOBS Contractor
• Case Management**
• Assessment**
• Employability Development Plan
• Referrals**
• Job Readiness
Life Skills
Job Preparation
Job Search Training
• Job Search
• Good Cause/Conciliation
• Report/Track Participation
• Authorize Support Services
DHS
• Case Management
• Service Plan
• Authorize Support Services
• Good Cause/Conciliation/Sanction
• Report/Track Participation
Service Level II
DHS
• Case Management
• Assessment
• Service Plan
• Referrals
• Authorize Support Services
• Survival Skills
• Crisis Intervention
• Good Cause/Conciliation/Sanction
• Report/Track Participation
JOBS Contractor
• Job Readiness
Life Skills
Job Preparation
Job Search Training
• Job Search
Service Level III
DHS
• Referral to Education or Community Services
• Reassessment/Reassignment to Service Level II
Resources are not generally available to provide services to SL IIIs in the Texas JOBS program

* Federal Target Groups are:
- Caretakers on AFDC at least 36 of the last 60 months
- Members of families where youngest child is within two years of ineligibility for AFDC due to age
- Custodial parents under 24 years of age without a high school diploma or work experience

State Priority Groups are:
- AFDC-UP primary wage earners and spouses
- Out-of-school youth aged 16-17 years

**For FY 93 all participants received DHS case management; including assessment, service plans, and referrals

Activity Components. In addition to the four mandatory components, the Texas JOBS program contains three optional and three additional program components. The optional components are group or individual job search, OJT, and voluntary work experience (an alternative work experience program). The additional activity components are postsecondary education, survival/life skills training, and self-initiated education or training. Table 2.2 lists the components tracked by the Texas JOBS program and the federally approved component category with which the activity conforms.

Table 2.2
Activity Components Reported in the Texas JOBS Program, FY 1993

Texas Component	**Component Code**	**Federal Component**	**Type**
Assessment	01	Required JOBS service	-
High School	02	Education	Mandatory
GED	03	Education	Mandatory
Basic/Remedial Education	04	Education	Mandatory
Post secondary Education	05	Post secondary Education	Additional
Self-initiated Education	06	Other Education	Additional
Job Readiness	07	Job Readiness	Mandatory
Job Skills	08	Job Skills Training	Mandatory
Individual Job Search	09	Job Search	Optional
Group Job Search	10	Job Search	Optional
Self-initiated Training	11	Other Training	Additional
Survival/Life Skills	12	Other Employment-related /Job Readiness	Additional
On-the-Job Training	13	On-the-Job Training	Optional
Employment Entry	14	-	-
Volunteer Work Experience	15	Alternative Work Experience	Optional
English as Second Language (ESL)	16	Education	Mandatory

For purpose of participation reporting, there are 16 recognized activity components in the Texas JOBS program. Except for two—assessment and employment entry—all 16 of these activity components fall within these 10 categories. Assessment is a required service that is provided to all JOBS participants and, although it is not technically an activity component, assessment hours can be credited to total client participation hours. Similarly, under specific conditions, actual work hours of participants, who entered employment or increased their hours of employment during their participation in the JOBS program, can be tracked under employment entry and credited to total client participation hours. Job development/job placement is the only component not tracked for participation purposes. These employment services are ancillary services provided to JOBS participants served by the Texas Employment Commission. Also, the Job Search Skills Training seminar provided to JOBS participants by TEC is reported as Group Job Search.

Interagency JOBS Planning. An interagency planning process was initiated for the Texas JOBS program, involving both state and substate planning efforts. This process was not fully instituted during the first two years of JOBS, but appears to have gained strength in more recent rounds with the issuance of joint planning guidelines.[13] Annual planning sessions are supplemented by regular meetings between administrators and staff of participating agencies.

Primary Texas JOBS Partners. At the state level, DHS has been working closely with three major partner agencies, as well as numerous others that play lesser roles in JOBS. All are active members of the IPG. Each of these agencies has its own distinctive governance structure, legislative authority and sources of funding. Each also has been expected to play a different role in the Texas JOBS program. Table 2.3 presents the major partners and summarizes their respective features and expected roles in JOBS.

Texas Department of Human Services. Governed by a six-member Governor-appointed board at the state level, DHS is a state agency composed of 10 regions operating over 400 local offices. Client Self-support Services (CSS), the key DHS division involved in JOBS, has as its primary mission helping AFDC caretakers and their families achieve long-term economic self-sufficiency. Funding for CSS comes from a combination of federal and state sources, including Title IV of the Social Security Act.

As the lead administrative entity for the JOBS program, DHS is responsible for interagency planning, the identification and maximization of community resources, and financial and participation reporting. Direct delivery duties include eligibility and service level determination, client outreach, assessment, service planning, referrals, case management (individual or group), tracking participation, and conciliation/sanctions/cures.

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[13] Texas Department of Human Services (December, 1991a). These guidelines were developed and refined by an interagency work group, most of whose members are also on the state-level IPG. Also, joint planning sessions were conducted during the summer of 1992, although not specifically focused on JOBS planning.

Table 2.3 Major State-Level JOBS Program Partners in Texas

Agency	DHS	Commerce	TEA	TEC
Governance Structure State	- Independent governing board, 6 members (appointed by Governor) - State agency	- State agency	- State Board of Education - Independent governing board, 15 members (elected) - Commissioner of Education (appointed by board) - State agency	- Independent governing board, 3 members (appointed by Governor) - State agency
Substate	- 10 state regions - 414 local CSS/JOBS offices	- 35 independent PICs; many local service providers	- More than 60 regional Adult Education Cooperatives (ISDs, public colleges and universities, Education Service Centers)	- 10 regions - 192 local agency offices
Other Policy Advisory Boards	- Miscellaneous DHS-appointed Advisory Councils	- Independent policy advisory board, 9 members (appointed by Governor) - 23-member State Job Training Coordinating Council, advisory, (appointed by Governor)		- TEC (Policy) Advisory Council (appointed by Commissioners)
Key Agency Division Affected	Client Self-support Services	Work Force Development	Adult and Community Education	Job Service
Division's Primary Mission	Long-term economic self-sufficiency for AFDC caretakers and families	Long-term economic self-sufficiency for participants (including some 20% AFDC)	Adult skill competency development (academic and pre-vocational), including AFDC	Facilitation of labor exchange, and development and provision of labor market information for employers and the general public
Division's Primary Funding Source	Federal/state (Social Security Act, Title IV)	Federal (JTPA)	State/federal (Texas Education Code 11.18; National Literacy Act)	Federal (Wagner-Peyser Act)
Division's Expected JOBS Role	Overall administration; Case management; assessment	Job training; GED/Remedial education; Job development/ placement	Adult education, all levels	Job Readiness; Job search; Job development/ placement

Texas Department of Commerce. Commerce had been governed at the state level by a six-member board appointed by the Governor since the agency's creation in 1987. During the Legislative Special Session of 1991, the board was converted to a nine-member advisory council. Ultimate authority over the agency now rests with the Governor. A 35-member State Job Training Coordinating Council, mandated by the federal JTPA, also advised Commerce and the Governor on job training policies during the period of this study. At the substate level, JTPA programs funded through Commerce function in 35 independent Service Delivery Areas (SDAs) with numerous local providers. Within Commerce, the Work Force Development Division (WFDD) is the key division involved in JOBS. Funded primarily by federal JTPA monies, WFDD's guiding mission is to bring long-term economic self-sufficiency to participants, around 20 percent of whom historically have been AFDC recipients. The role of Commerce as a partner in the JOBS program centers on providing job training, remedial education, job development, and job placement services for JOBS participants.

Texas Education Agency. At the state level, TEA is the central education agency. It is composed of three entities: the State Board of Education, an independent governing board made up of 15 elected members; the State Commissioner of Education, appointed by the Board; and the State Department of Education. Together, they fund and oversee more than 60 regional Adult Education Cooperatives that include numerous independent school districts (ISDs), public colleges and universities, and Education Service Centers. The Adult and Community Education Division of TEA is integrally involved in the Texas JOBS program. Dedicated to the development of the skill competencies—both academic and pre-vocational—of adults, including AFDC clients, this division receives both state and federal funding, including a special state appropriations for serving JOBS participants.

TEA is the only agency besides DHS which maintains a staff (within the Adult and Community Education Division) specifically dedicated to the JOBS program. This small staff has developed and provided training to Cooperative directors and instructors, written new curricula for JOBS participants—stressing life management and job readiness as well as academic instruction—and provided ongoing technical assistance to their counterparts in the Cooperatives. TEA has primary responsibility for all levels of adult education services in JOBS.

Texas Employment Commission. TEC is governed by an independent three-member board appointed by the Governor. It maintains 10 regional divisions and operates approximately 200 local agency offices. Job Services, the key TEC division involved in JOBS, serves as a facilitator of labor exchange for both employers and employees and also develops and disseminates labor market information. Funded from the federal level under the Wagner-Peyser Act, TEC's role in JOBS includes providing job readiness, job search, job development, and job placement services. A special projects staff within the Job Services has responded to JOBS (and REFOCUS) in several important ways since the late 1980s, adopting case management and training its staff in case management approaches, and providing tailored approaches to job search for AFDC caretakers in some locations. In FYs 1991-1992, TEC was one of many competitively procured JOBS Contractors around the state; however, since September 1992 (FY 1993), TEC has been the sole statewide contractor for both the JOBS (primarily Service Level I participants) and the Food Stamp Employment & Training programs. Staff positions allocated to TEC, the number of clients to be served, and the number of seminars and services to be provided during the year are stated in the Local Operating Plan (LOP), a substate addendum to the state level contract.

Child Care Management System. The development and implementation of the CCMS system and the child care broker concept in March 1991 was a highly innovative customer-oriented service delivery system for JOBS and other clients in Texas, moving the provision of child care services a long way towards "seamless" services from the client perspective. There are currently 25 CCMS contractors operating in 27 substate areas congruent with Texas SDAs. Established child care brokers, local Private Industry Councils (PICs), and other community based organizations all are currently serving as CCMSs around the state.

The Texas CCMS has been nationally cited as a model since its inception and recently was awarded a 1993 *Innovations in State and Local Government Award* of $100,000 through a program operated by Harvard University's John F. Kennedy School of Government with funding from the Ford Foundation.

C. The Macroeconomic Context of the JOBS Program, Nationally and in Texas

Welfare-to-work initiatives are inextricably linked to the macroeconomic context in which programs are implemented. Simply stated:

- The JOBS program operates in national and regional macroeconomic contexts largely unfavorable to the immense challenge of moving the most economically marginalized sector of our populace into employment positions capable of accommodating economic self-sufficiency.

The purpose of the JOBS program, nationally and in Texas, is to provide access to education, job skills training, employment opportunities, and support services that will prepare participants to enter and retain unsubsidized employment, attain economic self-sufficiency, and reduce their dependence on public assistance. It is unlikely that the

JOBS program *alone* will ever accomplish this task given the economic context in which the program operates. Wage and salary income for working Americans have declined in recent decades, while the numbers of individuals with income below poverty levels has increased.[14]

- The proportion of full-time, year round workers who are paid wages too low to move a family of four out of poverty increased from 12.1 percent in 1979 to 18.0 percent in 1990.[15]
- Full-time, minimum wage employment lifted a family of three above the federal poverty line in 1979 (when wages and Earned Income Tax Credit benefits are added and payroll taxes are subtracted). By contrast in 1991, the same formula leaves a family of three some $1660 below the federal poverty line.[16]
- In Texas, average income declined for all but the top fifth income groups between 1979 and the late 1980's. The bottom, second fifth, and middle income groups sustained average income losses of 12.3 percent, 8.8 percent, and 5.5 percent respectively.[17]
- In 1992, 14.5 percent of all Americans (36.9 million) were living in poverty, the highest number of poor since 1962 (and more Americans than when the War on Poverty began more than 25 years ago). In Texas, 17.8 percent of the population (more than three million individuals) lives in poverty.[18] Both state and national poverty rates have increased in recent years.[19]

Given what appears to be a downward adjustment in incomes for increasing numbers of families at the lower end of the economic ladder, attaining the goal of economic self-sufficiency for JOBS participants requires program interventions that can move the portion of the population which for the most part is deepest in poverty with the weakest links to the labor force against the flow of recent macroeconomic conditions.

In response to this challenge, the Texas JOBS program has designed and implemented a continuum of activities and services to enhance the employability and long-term prospects of self-sufficiency for participants. Successful individual outcomes, as well as satisfactory employment placement rates for JOBS participants in general, were frequently cited during the field research. Nevertheless, the ultimate feasibility of achieving widespread economic self-sufficiency for the majority of JOBS participants may remain beyond the short-term reach of the JOBS program.

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[14] Levitan and Shapiro (1987; Karoly (1993).

[15] US Bureau of the Census (1992).

[16] Shapiro (1992) p. 31.

[17] Barancik and Shapiro (1992)

[18] US Bureau of the Census (1993).

[19] The poverty standard itself is of questionable utility as a measure of hardship. Adjusted annually since the early sixties by the Consumer Price Index only to account for inflation, it no longer reflects the family income that is necessary to maintain the minimum living standard of an average family. The poverty standard may be too low by as much as 50 percent. See Schwarz and Volgy (1992).

Administrators and staff identified labor market-related conditions that affect JOBS outcomes.

- Success depends on the availability of good-paying JOBS for AFDC recipients and all of the working poor. Most jobs for which clients are qualified are entry level positions, which pay minimum or near minimum wages and offer no employment benefits package.

- The low levels of education and work skills combined with weak employment histories of many JOBS participants preclude their immediate viability in current labor markets. Competition for better paying positions is keen and JOBS participants are at a disadvantage against better educated and more experienced workers.

Several national initiatives have begun to address the challenge of making work pay. The expansion of the Earned Income Tax Credit (EITC) is chief among these. Several other initiatives are currently being discussed—including a national health care system and increasing the minimum wage—that can make work a viable alternative to public assistance. The anticipated effects of the North American Free Trade Agreement (NAFTA) on national and state labor markets remain controversial.

D. Regional and Local Program Variation

The Texas JOBS program, despite the common program elements in the state level design, is characterized by variation at the regional and local levels. Substate variation permits a more flexible response to local conditions, but also results in local modifications within the basic service delivery configuration contained in the state model. Levels of interagency coordination, service delivery sites, and staffing patterns vary between and within substate areas. Much of this diversity in substate JOBS programs is a result of the collaborative service delivery model among relatively autonomous agencies and programs. This section reviews key elements of regional and local variation in the Texas JOBS program.

Substate Service Delivery Configurations. A high degree of substate variation is embedded in Figures 2.3 and 2.4 which identify the basic relationships and roles of primary partners in the Texas JOBS program in FYs 1992-93. By design the field research was conducted on a cross-section of operational contexts. The four study sites upon which this analysis is based were selected to reflect variations in program size (e.g., AFDC growth rates, JOBS participation rates), demographic factors (population densities, racial/ethnic profiles), and economic factors (unemployment rates, job growth),

Figure 2.3 JOBS Partner Agencies, Participant Flow, and Available Services, FY 1992

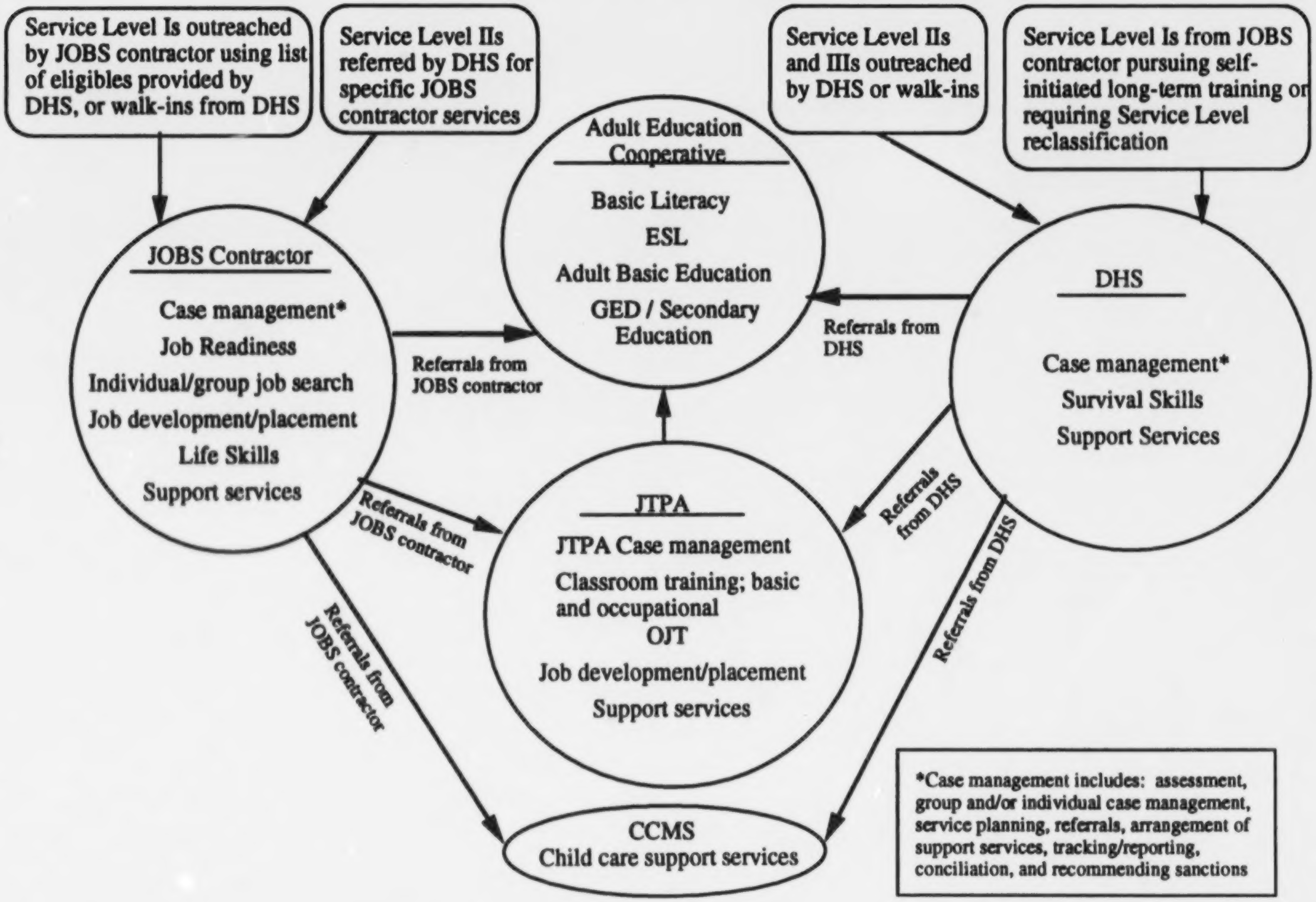
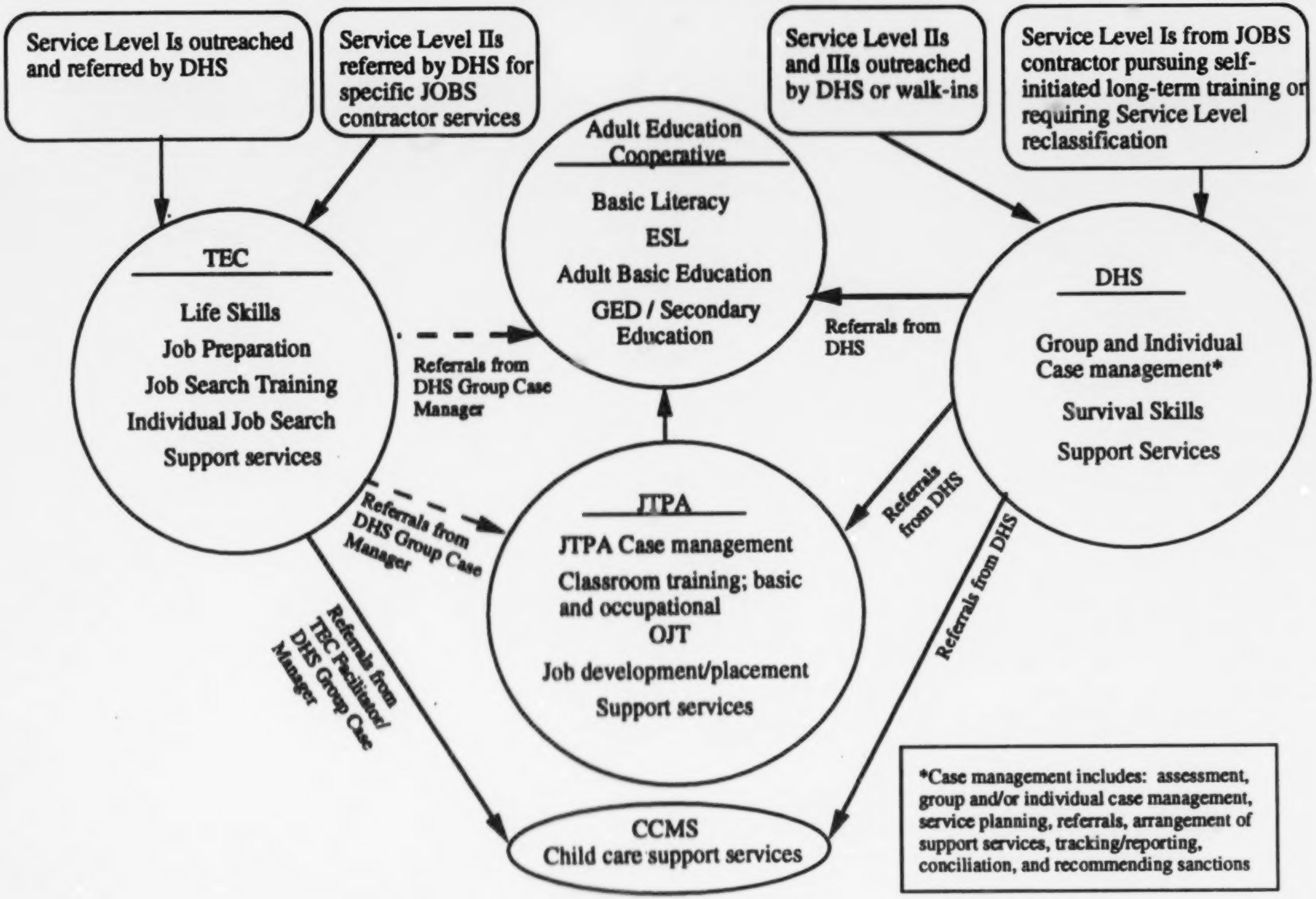

Service Level Is outreached by JOBS contractor using list of eligibles provided by DHS, or walk-ins from DHS
Service Level IIs referred by DHS for specific JOBS contractor services
Service Level IIs and IIIs outreached by DHS or walk-ins
Service Level Is from JOBS contractor pursuing self-initiated long-term training or requiring Service Level reclassification
JOBS Contractor
Case management*
Job Readiness
Individual/group job search
Job development/placement
Life Skills
Support services
Adult Education Cooperative
Basic Literacy
ESL
Adult Basic Education
GED / Secondary Education
DHS
Case management*
Survival Skills
Support Services
Referrals from JOBS contractor
Referrals from DHS
Referrals from JOBS contractor
Referrals from DHS
JTPA
JTPA Case management
Classroom training; basic and occupational
OJT
Job development/placement
Support services
Referrals from JOBS contractor
Referrals from DHS
CCMS
Child care support services
*Case management includes: assessment, group and/or individual case management, service planning, referrals, arrangement of support services, tracking/reporting, conciliation, and recommending sanctions

Figure 2.4 JOBS Partner Agencies, Participant Flow, and Available Services, FY 1993


Service Level Is outreached and referred by DHS
Service Level IIs referred by DHS for specific JOBS contractor services
Service Level IIs and IIIs outreached by DHS or walk-ins
Service Level Is from JOBS contractor pursuing self-initiated long-term training or requiring Service Level reclassification
Adult Education Cooperative
Basic Literacy
ESL
Adult Basic Education
GED / Secondary Education
TEC
Life Skills
Job Preparation
Job Search Training
Individual Job Search
Support services
DHS
Group and Individual Case management*
Survival Skills
Support Services
Referrals from DHS
Referrals from DHS Group Case Manager
Referrals from DHS Group Case Manager
JTPA
JTPA Case management
Classroom training; basic and occupational
OJT
Job development/placement
Support services
Referrals from DHS
Referrals from DHS
Referrals from TEC Facilitator/ DHS Group Case Manager
CCMS
Child care support services
*Case management includes: assessment, group and/or individual case management, service planning, referrals, arrangement of support services, tracking/reporting, conciliation, and recommending sanctions

and operational contexts (urban, less urban/rural).[20] From these sites, factors that contribute to differences in substate differences in the JOBS service delivery system have been identified.

- Each of the primary JOBS partners has less centralized or relatively autonomous features that affect organizational structures and staffing patterns related to JOBS service delivery.
- The relationship of the county unit to the total area of geographic jurisdiction of each partner varies. The service delivery area of any partner is not usually contiguous with the county unit. The relative importance of the specific county unit to the total operational area of the partner (and the available resources) influences the level of attention and commitment to the local JOBS program.
- Coordination and collaboration are orchestrated at the regional and local levels of program operations and may vary greatly between the two. The results of regional interagency planning are not always visible at the local level where actual client service delivery occurs. Frequently, collaborative initiatives with service providers and community resources are established by DHS supervisors and case managers at the local level.
- The extent of collocated service delivery varies significantly among substate areas and depends upon the level of local collaboration between JOBS partners and their commitment to addressing the needs of mutual clients, among other factors.
- Partners in substate areas may select one or multiple sites for the delivery of activity components and services. For example, a partner may provide a component at one centrally located site in the county or at several dispersed sites. Site location is a function of geography, population density, transportation, space availability, and convenience.

DHS Organizational Structures. Within DHS there is considerable variation in direct delivery structures between and within regions. Perhaps the most important organizational challenge faced by DHS is to continue improving the relationship between CSS Income Assistance and Employment Services staff in JOBS program delivery. The relationship between Income Assistance and Employment Services is important in terms of program efficiency and the fundamental nature of service delivery in the JOBS program.[21]

- Eligibility workers perform important tasks, including determining and changing exemption status, introducing the JOBS program, explaining clients' rights and responsibilities, identifying volunteers, collecting information to determine service levels, and processing sanctions. All of these tasks affect the quality of the JOBS program and depend on effective communication between clients, eligibility workers, and case managers.

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[20] The first report prepared for this evaluation provided details of substate variations in the four local service delivery configurations. King et al. (1993).

[21] Eligibility workers are normally part of Income Assistance, case managers are usually part of Employment Services. Both Income Assistance and Employment Services are within DHS Client Self-Support Services.

- There are recognized differences in practices and procedures between Income Assistance and Employment Services. Traditionally, Income Assistance is concerned with process issues (e.g., timeliness and error rates). Eligibility tasks and expectations are specific and closely monitored. Client/worker relationships are formal and structured, guided by regulations. Employment Services practices and procedures—which are also guided by regulations—have been generally perceived as more client-oriented and flexible. Client/case manager relationships are based on open communication and problem-solving to help move clients from welfare dependency.

A common organizational objective at DHS in all the substate areas is to improve the relationship between the Income Assistance and Employment Services divisions within the agency. A closer relationship between these divisions of DHS can be accomplished through structural or functional integration.[22] Whether structural or functional integration is the best approach for JOBS remains controversial among some DHS managers, supervisors and front-end staff.

- The controversy concerning the integration of Employment Services and Income Assistance involves the fundamental differences in practices and procedures between the two divisions within DHS. The question is whether the client-oriented practices of Employment Services are compatible with process oriented practices of Income Assistance. Given resource constraints, caseload increases, and higher participation rates it appears that the client-oriented practices of the JOBS program are becoming increasingly dominated by the process-oriented practices of Income Assistance. The effect this will have on participant commitment and program outcomes remains to be seen.

In the four study sites, Income Assistance and Employment Services have been structurally merged to the Program Manager level. Program Managers reportedly are authorized to continue integration to the Unit Supervisor level. Program Managers can create "generic" units that combine Income Assistance and Employment Services staff or retain "specialized" Employment Services units.

The structural integration of Income Assistance and Employment Services is most advanced in Tarrant County where almost all direct delivery units are generic. Yet even within the county, the degree of structural integration varies: at least one Program Manager has chosen to retain specialized Employment Services units. Additionally, the number of Employment Services workers assigned to each generic unit varies. Most generic units have one or two Employment Services workers, but there were four case managers in one generic unit at the time of the field research.

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[22] CHR researchers have defined structural integration as the organizational merger of personnel that combines the roles and responsibilities of the two divisions within a single organizational unit. Functional integration is based on the improved coordination of operational aspects of the two divisions while retaining separate specialized organizational units.

The structural integration of eligibility workers and case managers may prove effective in the JOBS program. Eligibility practices are more compatible with the current emphasis on participation rates and larger caseloads. Nevertheless, difficulties have been encountered.

- Supervisors with an eligibility background must be trained and sensitized to the more client-oriented practices and procedures of the Employment Services. The challenge for supervisors with an employment background in generic units is even greater, given the complexities of Income Assistance regulations and procedures.

- Case managers in generic units in some instances do not receive adequate guidance and oversight from supervisors with little or no Employment Services background. This problem is compounded for inexperienced, newly-hired case managers. For example, one case manager was making direct referrals to child care vendors, bypassing the CCMS.

Functional integration is more common in the other sites which are only generic to the Program Manager level. Program Managers at these three sites have chosen (through late FY 1993) to keep all units specialized. Some promising practices have been developed in a few offices to foster better communication between case managers and eligibility workers. These include:

- Direct referrals from eligibility staff to employment staff using locally developed referral forms, bypassing the largely inefficient outreach process

- Adopt-a-Unit practices that align eligibility units with specific case managers

- Staff meetings between supervisors from both sides of DHS to increase awareness of mutual responsibilities and the importance of effective communication

- Physically moving the offices of eligibility and employment supervisors adjacent to one another in order to promote interaction

- Inviting eligibility staff to GED or Survival Skills Training graduation ceremonies in order that they can see incremental successes of clients resulting in part from their efforts

- Direct entry of Form 2581 requests for sanctions and other changes on the Change Verification System (CVS) by the Employment Unit Supervisor to increase the timeliness of processing such requests.

One Program Manager initiated a combination of these changes at a large urban office. As a result of these changes, the participation rate for FY 1993 was exceeding 11 percent at an office that was previously perceived as "impenetrable" (with an outreach response rate of less than 10 percent and a participation rate of 5 percent, the lowest in the county.)

There are other organizational differences at DHS. For example, in DHS Region 8 (which encompasses Bexar County) there are two Regional Directors. One administrator has primary responsibility for community resources and special initiatives, including the administration of direct delivery for SL I participants. The other Regional Director is responsible for all other aspects of direct delivery. The assignment of a key administrator and staff to specialized tasks has enhanced coordination with primary partners. The structure enables DHS to delegate consistent high level administrative attention to resource development. However, the organizational model has not been operationalized to the full satisfaction of some Program Managers and case managers. Specifically, Program Managers are sometimes not well-informed of directives issued by community resources staff to individual case managers under the Program Manager's administrative jurisdiction. Additionally, the ability of case managers to identify localized resources may be constrained.

E. JOBS Program Client Flow

Client flow processes and implementation practices have been evolving in response to refinements and changes in service delivery at the state and local levels. The basic patterns of JOBS client flow, conforming to the state model, are largely determined by the statewide practice of "triaging" participants into Service Level categories. The Texas JOBS program primarily serves Service Levels I and II which are the focus of this evaluation.[23]

Table 2.4 identifies the basic steps in client flow and the responsible staff for SL I and II clients. Basic characteristics of program implementation during these steps are presented in the following text. Significant changes, if any, in the service delivery processes that occurred between FY 1992 and FY 1993 and promising practices encountered are noted.

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[23] The Texas JOBS program does not exclusively serve SL I and II participants. SL III clients, who are usually referred to other community resources, may be more regularly served in substate areas with resources available to address their needs (e.g., Spanish-speaking participants receiving ESL in Hidalgo County). To the limited extent that SL III participants are served in Texas, client flow practices and procedures generally conform with those encountered by SL II participants. Clients for whom inadequate information was collected during the eligibility interview to ascertain a service level are designated SL IV. SL IV clients may volunteer for the program or be contacted during outreach. A DHS case manager will determine their correct service level during the initial contact session using the EP-2 Summary (Form 2739), after which their flow pattern follows the assigned service level designation.

Table 2.4
JOBS Program Client Flow:
Basic Steps and Responsible Staff by Service Level: FY 1993*

Program Operations	SL I	SL II	Comments
Eligibility Certification	DHS Eligibility	DHS Eligibility	All AFDC applicants are screened for JOBS eligibility.
Participation Status**	DHS Eligibility	DHS Eligibility	All AFDC applicants are either exempt or non exempt from JOBS participation and provided an opportunity to volunteer for the program. DHS case managers may authorize changes in exemption status.
Service Level Assignment	DHS Eligibility	DHS Eligibility	The GWS automation determines the Service Level of most AFDC applicants, based on information elicited at the eligibility certification interview. Service Level assignments are usually screened at orientation.
Outreach	DHS Group Case Manager	DHS Individual Case Manager	Regular outreach scheduled for SLIs who will be served by TEC. SL II outreach determined by caseloads and resource availability. Outreach frequency, size and response rates vary between offices.
Orientation	TEC Facilitators / DHS Group Case Manager	DHS Individual Case Manager	Separate group orientations held for SL I and SL II clients. SL I clients screened for correct service level assignment and appropriateness of TEC activities.
Case Management	DHS Group Case Manager	DHS Individual Case Manager	SL I clients assigned to DHS group case manager. Targeted caseload of 125 frequently exceeded. SL II clients assigned to individual case manager. Targeted caseload of 75.
Assessment	TEC Facilitators / DHS Group Case Manager	DHS Individual Case Manager	2777 Job Readiness Appraisal is completed at SL I orientation. Assessment Summary (state or regional version) is completed at SL II initial contact, based on informal discussion with client. Assessment is "ongoing" for both SL I and SL II.
Service Planning	TEC Facilitators / DHS Group Case Manager	DHS Individual Case Manager	For SL I, DHS completes 2778 Service Plan (or derivative form) and TEC completes Employability Development Plan (EDP-1) at orientation. EDP-1 may be completed at first seminar session. For SL II, initial service plan is usually begun at first interview.
Referral for Services	TEC Facilitators / DHS Group Case Manager	DHS Individual Case Manager	SL I clients are scheduled for TEC seminars. Additional referrals dependent upon mutual judgment of TEC facilitators and DHS Group Case Managers. DHS individual case managers make referrals based upon Service Plan. High proportion of clients referred to adult education components.

Table 2.4 Continued

Non-compliance Situations	TEC Facilitators / DHS Group Case Manager and DHS Eligibility	DHS Individual Case Managers and DHS Eligibility	For SL I clients, TEC facilitators attempt two client contacts and inform Group Case Manager who determines and initiates appropriate action for non-compliance situations. Only DHS eligibility workers can impose sanctions.
Program Follow-up	TEC Facilitators	DHS Individual Case Manager	TEC facilitators (if employed during or within 30 days of services) and DHS individual case managers responsible for first-month, second-month and 90 day employment entry follow-up.

*Service Level III clients are not normally served by the local JOBS program. Those who are admitted to the program follow the same client flow procedures as Service Level II clients. **Exempt, non-exempt, volunteer, non-volunteer.

Eligibility Certification. JOBS eligibility is determined by DHS Eligibility Staff at the time clients apply or are recertified for AFDC benefits. Eligibility workers perform several important functions during the certification or recertification process.

- Eligibility staff determine whether a client is exempt or non-exempt from JOBS participation in accord with federal regulations.
- Eligibility workers offer all clients an opportunity to volunteer for the program. Volunteers (who may be exempt or non-exempt from program participation) are either referred directly to DHS employment workers for processing or contacted in the next scheduled outreach.
- Eligibility workers inform clients of the potential benefits of JOBS participation and the clients sign and receive a copy of the Form 2580 AFDC Employment Services Notice which addresses client rights and responsibilities.
- The Generic Work Sheet (GWS) automatically assigns a service level to the clients. Clients for whom insufficient information is available to ascertain a service level or whose case was not worked on the automated system are assigned to the SL IV group.

DHS Group and Individual Case Managers are responsible for checking the continuing eligibility of participants every month.

FY 1992 /FY 1993 Changes. There were no significant changes noted in the eligibility certification process during the last two years of the program.

Promising Practices. In several offices, eligibility workers have begun to identify and directly refer non-exempt JOBS eligible clients (volunteers and non-volunteers) to DHS Employment Services workers. This practice reinforces the idea of welfare assistance as a temporary benefit linked with the opportunity and individual responsibility to prepare for and enter employment. Direct referrals reduce the need for outreach and allow more timely enrollment in JOBS.

Outreach. The purpose of outreach is to enroll eligible clients in the JOBS program. JOBS eligible clients are contacted by a regionally designed form letter that informs clients of their required attendance at an orientation session. Several features of outreach can be noted.

- Separate outreach is conducted for SL I and SL II participants. Both exempt and non-exempt clients are called in and provided the opportunity to participate in JOBS.
- Outreach size and frequency for SL II participants is determined by case manager caseloads and available resources. Consequently, outreach can and has been suspended for periods at almost every study site.
- Outreach can be manipulated to reach specific federal target or priority groups or other types of clients. For example, due to shortages of child care resources, many local programs have targeted outreach to caretakers who are unlikely to require child care.
- Outreach is an inefficient mechanism to enroll clients in JOBS. Reported outreach response rates vary from 7 to 30 percent. In some reported instances, up to two-thirds of those who do respond are exempt, improperly assigned to a service level, or unwilling to participate.
- For non-exempt clients who fail to respond to two call-in notices, case managers regularly send a Form 2581 requesting that sanctions be initiated. Eligibility staff report that as many as 25 percent of these sanctions requests are due to faulty client addresses.

FY 1992 /FY 1993 Changes. Significant changes, corresponding to the statewide delivery of JOBS contractor services by TEC, occurred in the outreach process during the last two years of the program.

- In FY 1993 DHS staff conducted all outreach. In FY 1992 DHS was responsible for SL II outreach and the local JOBS contractor conducted outreach for SL I participants, using lists provided by DHS.
- Outreach size for SL I clients in FY 1993 was established jointly by DHS group case managers and TEC supervisors to meet the service objectives stated in the Local Operating Plan (LOP). The LOP identifies the staff positions and number of clients to be served by TEC. (Outreach for SL II participants is basically unchanged.)
- Client "recycling" increased during FY 1993. Clients may be outreached for JOBS within three rather than six months after their previous call-in for JOBS participation.

Promising Practices. Two practices to improve outreach were identified during the field visits.

- The most promising practice encountered was to reduce the necessity of outreach for SL II participants altogether by increasing the functional integration of DHS Eligibility and Employment Services staff. One example is the direct referral of applicant caretakers, volunteers and walk-in clients to DHS Employment Service staff, a practice generally more well developed in the smaller JOBS programs, but also found at specific offices in the larger programs.

- The level of paperwork generated by failures to respond to call-in notices can be reduced by pre-screening the outreach lists to identify errors in client addresses and to eliminate clients no longer eligible for JOBS services.

Orientation. Group orientation to the JOBS program follows outreach and is subject to similar conditions. There is a high level of local discretion regarding actual "mechanics" of orientation. Several basic features of orientation can be identified.

- The target size and frequency of orientation are selected at the local level based upon outreach response rates, caseload capacity, and available program resources.

- Separate orientations are held for SL I and SL II clients and these meetings proceed in accord with a locally developed, standardized procedure that encompasses several steps required by state policy and federal regulations. Client rights and responsibilities are explained, the basic program treatments and benefits are introduced, and in some instances assessment and service planning processes may begin.

- Orientation sites vary, depending on the local service delivery configuration, expected group size, and available space. Orientations may be held at DHS, JOBS contractor, or co-located delivery sites. Sites have varied between and within regions during the first three years of JOBS. Orientation can be held at a centrally located service delivery site serving multiple offices or at sites linked to individual offices.

- Agencies and responsible staff present during orientation vary. In some offices, supervisors and clerks conduct the orientation, while in others case managers and facilitators are responsible. Occasionally, a representative from the CCMS or the Adult Education Cooperative might also attend.

FY 1992 /FY 1993 Changes. Changes occurred in the orientation process during the last two years of the program due to the statewide delivery of JOBS contractor services by TEC .

- Orientation for SL I clients is conducted jointly by TEC facilitators and DHS group case managers. In prior years, the JOBS contractor bore full responsibility for orientation.

- Limited, initial assessment and service planning are now completed in a group setting for SL I participants at orientation. Previously, SL I participants received fuller assessment and service planning on an individual basis from JOBS contractor case managers.

- Transportation payments to clients who attended orientation but were not referred to TEC for services were eliminated towards the end of FY 1993.
- The task of substantiating the need for and arranging child care for SL I clients was removed from the TEC facilitator and assigned to the DHS group case manager, also towards the end of the year.

Promising Practices. One promising practice is the direct assignment to DHS individual case managers of improperly coded SL I clients for whom TEC services are deemed inappropriate. This eliminates the necessity for additional outreach.

Case Management. Case management is an essential feature of JOBS in Texas. (JOBS case management is more fully discussed in Section III of this report.) During the first round of site visits, quality case management was the most frequently cited factor associated with positive program outcomes. Case manager functions include assessment, service planning, referrals, monitoring participation, and recommending and curing sanctions, as well as determining good cause for non-participation. Case managers also play important roles in identifying and developing community resources for JOBS participants and maintaining effective communication channels with providers, as well as with DHS Eligibility workers.

FY 1992 /FY 1993 Changes. Several changes have taken place in JOBS case management.

- All JOBS participants currently receive either group or individual case management from DHS staff. SL I clients who are accepted by TEC for enrollment in core services are assigned to a group case manager. SL II and all other participants receive DHS individual case management. Previously, all JOBS participants in the four study sites received individual case management by either the JOBS contractor or DHS staff.
- DHS case managers report that program documentation continues to increase. New documentation is required to establish the need for child care and transportation assistance.
- Targeted caseload size has increased for DHS individual case managers from 55 to 75 cases and caseload performance expectations have been initiated.
- Case managers are subject to performance evaluations now more similarly structured to those used for Income Assistance workers.
- TEC facilitators—who track participation, handle crisis situations, participate in case staffing, and attempt conciliation prior to issuing a formal notification of non-compliance to the group case manager—consider case management to be an integral function of their jobs, though it is not an officially recognized role. (Several of these facilitators in the study sites were formerly case managers.)

Promising Practices. Case managers as a group are extremely dedicated individuals with enormously challenging jobs. Nevertheless, little of positive note in terms of promising practices was detected during the field visits. In fact, case management seems to be heading in the opposite direction.

- Increased caseloads and participation pressures have generated a certain anxiety among case managers (particularly those with an Employment Services history), some of whom doubt the JOBS programs dedication to client-oriented service delivery.
- The focus of case management services is becoming process rather than outcome oriented.
- Group case management has not functioned well during its first year. Case managers are frequently overwhelmed by caseloads and paperwork and have little direct contact with participants.

Assessment. The purpose of assessment is to identify the client's assets and barriers to employment and to provide a basis for service plans designed to address these conditions. By design, case managers collect information about the client's family situation, education, job training, work history, health and resources. (Assessment processes and issues are more fully presented in Section IV.) Several features of assessment in the Texas JOBS program can be identified.

- Assessment is relatively standardized, informal and varies by service level. Service delivery manuals and state forms provide guidelines to case managers conducting the assessment. Informality serves to enhance open communication between the case manager and the participant.
- Assessment is perceived as both an "initial" and "ongoing" process. By design, the level of assessment deepens as case workers and participants become mutually better informed of JOBS opportunities and the client's needs and circumstances.
- Local discretion is allowed in the selection and use of formal testing instruments and in the design and use of locally developed forms to guide the assessment process.
- In practice—based upon sample reviews of client files—assessment results tend to identify barriers that can be addressed by JOBS program activities and services. During the second round of site visits, case managers began to recognize that many of the participants had needs and circumstances that the JOBS program was unable to address.
- Clients served by the adult education providers and JTPA frequently receive additional or duplicative assessments.

FY 1992 /FY 1993 Changes. Significant changes in assessment accompanied the initiation of group case management for SL I participants and the associated changes in service delivery practices.

- Initial assessment for SL I clients is currently conducted in a group setting by DHS group case managers. Formerly, JOBS contractor case managers were responsible for individual assessment during an initial interview. Assessment forms have been shortened and the use of formal testing instruments largely eliminated.

- Ongoing assessment for SL I is a process that involves the participant, the case manager, and the TEC facilitator. Ongoing assessment depends upon effective communication between TEC facilitators and DHS group case managers. Unfortunately, the opportunity for communication between case managers and facilitators is frequently limited to non-compliance and crisis situations.

- Assessment procedures for SL II clients and others receiving DHS individual case management are basically unchanged.

Promising Practices. The JOBS partner agencies and programs have frequently discussed the need for a commonly recognized, joint assessment process. No concerted action had yet been taken in the four study sites. Nonetheless, there had been some effort to reduce the additional functional literacy screening that SL II participants referred to the adult education providers normally experience.

- DHS staff at one site regularly invited the local education provider to deliver the ABLE Screening Battery on site at the DHS office during orientation for SL II clients. Results are shared between case managers and instructors.

- At another site, DHS suspended functional literacy screening at orientation for SL II clients, deferring the test to the adult education provider. Instructors conduct the test for clients referred for classes and report results to the DHS case managers.

Service Planning. Service planning is a process in which participants and case managers mutually develop a plan that addresses the client's needs and barriers to employment and identifies the activity components and support services that will lead to employment. Service planning is closely associated with assessment and the two processes are normally conducted conjunctively.[24] Service planning has several key features.

- Service planning is relatively standardized, informal and varies by service level. Service delivery manuals and state forms guide the procedure which by design depends on effective interaction between clients and case managers.

- Like assessment, service planning is perceived as an initial and ongoing process. The service plan provides structure and direction to enable the participants to achieve their employment goal, but remains flexible and can be altered. Hence, service plans are adjusted to changes in the participant's circumstances or employment and training opportunities.

- Service plans are the documented basis for referral and enrollment.

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[24] An in-depth analysis of service planning in the Texas JOBS program is presented in Section IV.

- Service plans are dependent on the availability of activities and services. Consequently, in practice, service plans reflect resource availability as much as client goals.

- Case managers monitor and evaluate client progress in achieving the stated objectives contained in the service plan. Since both the case manager and client agree to and sign the service plan, it is used as a tool to help resolve noncompliance situations.

- Participants who are referred and enrolled in JTPA components may be subject to an additional service plan.

FY 1992 /FY 1993 Changes. Changes occurred in the service planning process during the last two years of the JOBS program due to the statewide delivery of JOBS contractor services by TEC and the introduction of group case management.

- Service planning currently begins at group orientation for SL I clients. In FYs 1991-92, service planning was conducted on an individual basis with the JOBS contractor case manager.

- In FY1993, SL I clients agree to a DHS service plan—sometimes typed in advance by the group case manager, at other times copied in by participants—that documents their commitment to the TEC core components and individual job search. Clients replicate their commitment by completing the TEC form, "Making a Job Choice," [TEC's Employability Development Plan (EDP-1)]. Previously participants were steered to contractor core services, but case managers retained the flexibility to include other education and training options in the service plan.

- The service plans for SL II are basically unchanged. Service plans are usually developed by the case manager and the participant at the individual appointment which follows orientation or other initial contact.

Promising Practices. No promising practices were noted. Staff almost universally commented upon the uselessness of parallel service plans from DHS and TEC. A minor practice that avoided this redundancy was found only at one site, where a group case manager identified in the service plan dates and times during the delivery of core services that the case manager would hold group meetings. No record of TEC services was contained in the service plan, only the scheduled contact with the group case manager.

Referrals for Services. Basic referral patterns are identified in the state model and these patterns are largely determined by the service level sorting process. Service levels broadly define the range of activity components deemed necessary to prepare participants to enter and retain employment. SL I participants are regularly referred and enrolled in the activity components provided by the JOBS contractor. SL II participants, who have larger education and work skills deficits, are usually referred and enrolled in education and training components before receiving employment services. Several basic features of JOBS referrals can be identified.

- Assessment and service planning processes are the documented basis for referrals.
- Case manager skills and judgment determine the appropriate level of client choice and component options integrated into the referral process.
- Referrals are dependent on resource availability and participation requirements. Case managers usually confirm that slots are available and attempt to enroll clients in a component or components that meet twenty or more hours per week.
- The practice of "reverse referrals" of JOBS-eligible clients to DHS from other providers is occasionally found in local programs.
- Standard referral forms have been developed for the Texas JOBS program. (Sometimes these forms are not uniformly used or recognized, especially the Form 2738 joint referral.)

FY 1992 /FY 1993 Changes. Changes in referral practices correspond to the changes that accompanied the statewide delivery of JOBS contractor services by TEC and the introduction of group case management for SL I participants.

- For SL I participants in FYs 1991-92, JOBS contractor case managers regularly enrolled participants in the core components and were able to independently ascertain if referral to additional education or job training components would benefit the participant. Referral to non-contractor components might precede, complement, or follow job readiness activities.
- For FY 1993, participants were referred by the DHS group case manager to TEC for enrollment in core services following orientation and service planning. Referral to additional components was decided by the DHS group case manager with input from the TEC facilitator. In practice, referral to additional components was reportedly rare.
- DHS individual case managers have been responsible for SL II referrals during the first three years of JOBS in Texas. Clients prepared or willing to enter employment may be referred directly to TEC for services via Form 2582. Reportedly, the rate of such referrals was reduced in some substate areas in FY 1993.

Promising Practices. At least one substate area is trying to initiate specific procedures for handling reverse referrals from JTPA. Occasionally reverse referrals are generated by the adult education providers also.

Non-compliance Situations. Case managers and eligibility workers have primary responsibility for non-compliance situations which may require good cause determination, conciliation, sanctions and cures. Basically, case managers send recommendations for sanctions to eligibility staff after two attempts to resolve the non-compliance situation have failed.

- Participants have the responsibility to respond to outreach notices and to comply with their service delivery plans by attending at least 75 percent of the scheduled activities or they may be in non-compliance and eventually sanctioned.

- Many staff do not consider sanctions an efficient or effective mechanism to stimulate client participation. Clients who do not wish to participate in JOBS may cooperate to the minimal degree necessary to avoid a reduction in benefits and in the process absorb staff time and effort. The effectiveness of sanctions is further reduced by the fact that Food Stamp benefits may increase at an equal or greater rate than the lost AFDC benefit resulting from the sanction.

- Sanctions can be imposed only by the eligibility worker in accord with procedures and for periods determined by regulations. Upon receipt of the Form 2581 recommending sanctions, the eligibility worker, via Form 1017, informs the client of the impending sanction. The participant has 10 days to prevent the initiation of the sanction by addressing the non-compliance situation with the eligibility worker. If the participant fails to contact the eligibility worker, the sanction is initiated.

- Sanctions can be cured by participants who express to the eligibility worker their willingness to comply with the participation requirements. Clients who cure sanctions are either referred back to their case manager (who takes the appropriate course of action necessary to allow the clients to meet their participation requirements, if the case is still open) or contacted for program participation during a subsequent outreach.

FY 1992 /FY 1993 Changes. The handling of non-compliance situations changed between program years and during FY 1993.

- In FY 1992, JOBS contractor case managers were responsible for two attempts at conciliation and initiating sanctions requests for SL I participants. In FY 1993, DHS group case managers were responsible for conciliation and recommending sanctions.

- Through June 1993, TEC facilitators identified non-compliance situations and were responsible for two attempts to contact the participants. If attempts to resolve the situation failed, TEC facilitators sent a Form 2582 or otherwise informed the group case manager, who then also attempted twice to contact the participant. If this attempt failed, the group case manager issued a Form 2581 to eligibility recommending sanctions. After June, TEC facilitators need only inform the group case manager of the non-compliance situation. The group case manager then attempted to resolve the situation or recommend sanctions.

Promising Practices. The timeliness with which Notifications of Adverse Action are sent to participants for whom sanctions have been recommended has not always been satisfactory. One practice, developed by an Employment Unit supervisor with an eligibility background, potentially streamlines the process. The supervisor directly enters 2581 requests for sanctions and other changes in the Change Verification System (CVS). By "setting the clock," the supervisor increased the timeliness of processing such requests. Participants become more quickly aware of the penalty for non-compliance

Post-program Follow-up. DHS case managers, eligibility workers, and JOBS Contractor staff all have roles in reporting and tracking employment entry, which are generally the only follow-up activities practiced in the JOBS program. (Employment Entry is also reported for clients who find a job during and continue JOBS participation.)

- All clients are requested to inform JOBS staff of employment entry.
- DHS and JOBS Contractor staff are responsible for first month, second month, and 90 day follow-up for all clients who enter and retain employment during or within 30 days of receiving JOBS services.
- Reporting employment entry, wages, and hours insures the accuracy of reported income and eligibility for AFDC benefits, as well as facilitates the transfer of clients to transitional benefits. Additionally, employment hours may contribute to total client participation hours in the JOBS program.
- Employment verification responsibilities are ambiguous and employers may receive more than one request for employment verification. Employment is verified by gathering the information identified in Form 1028. This task may be completed by the JOBS contractor, the DHS case manager, or the eligibility worker. In practice, the Form 2581 sent to eligibility frequently satisfies employment verification, if appropriately annotated. Verification information may be requested directly from the employer by the participant using Form 1028 or by program staff.
- Other than helping participants arrange transitional benefits, there is no regular, ongoing activity (e.g., support groups or remedial sessions that reinforce in-program experiences) for clients who have fulfilled their JOBS participation obligations or entered employment. Examples of mentoring or extended case management to help clients adjust to work were not noted in the study sites. Case managers were poorly informed about the advantages of the Earned Income Tax Credit, and it is unlikely that an effective message was transmitted to participants.

FY 1992 /FY 1993 Changes. Group case management has resulted in an additional step in the reporting of employment entry.

- In FY 1992, JOBS contractor case managers reported employment entries to DHS eligibility. In FY 1993, TEC facilitators reported employment status to DHS group case managers via form 2582. Group case managers subsequently reported this information to eligibility staff via form 2581.

Promising Practices. No promising practices were noted during the field visits.

F. Cross-site Observations

Cross-site characteristics of statewide implementation can be identified. These include the program's emphasis on participation, education, and employment, among others. These observations are based on field research at the four study sites during the two years of this evaluation.[25] The primary cross-site observations related to implementation of the program are:

- **Participation Emphasis.** Unfortunately, much of the program activity at DHS has become increasingly dominated by a single objective: *the attainment of the federal participation rate*. This condition is unlikely to change given the current resource constraints, the program's dependence on the enhanced federal match rate, and the persistence of process-oriented rather than outcome-oriented performance measures.

- **Outcomes Expectations.** JOBS program expectations suggest a simple relationship between program participation and outcomes. However, significant short and longer-term results from JOBS participation are non-linear and cumulative in their effects on individuals and families. Incremental accomplishments (e.g., completion of the GED), less tangible achievements, (e.g., increased self-esteem and motivation to change), and intergenerational benefits are realistic, positive JOBS outcomes. Except for the most job-ready participants, developing labor market viability, reducing welfare dependency, and achieving economic self-sufficiency require an intensive effort from JOBS partner agencies and individual participants over an extended time frame.

- **Employment Entry.** Preparation for and retention of employment is an important objective of the JOBS program. Although some substate areas have experienced an expansion of employment opportunities and an increase in placements, the types of employment, wage rates, and competition from more skilled and/or experienced workers continue to limit the short-term earnings potential of many JOBS participants. Employment opportunities for participants remain concentrated in minimum wage jobs that may temporarily eliminate their receipt of AFDC benefits, but are insufficient to attain economic self-sufficiency in the short-term.

- **Concept of Self-Sufficiency.** JOBS staff have developed a more realistic approach to the concept of client self-sufficiency. Staff distinguish between "economic self-sufficiency," which is a long-term goal for JOBS participants, and an increase in "individual self-sufficiency" which encompasses more immediate (though less tangible) outcomes such as increased decision-making capacity, self-esteem and motivation. These non-monetary outcomes can be achieved through components and incremental accomplishments within the participants' reach in the JOBS program.

- **Education Strategy.** The Texas JOBS program has consistently recognized the importance of education components to improve human capital and to contribute to overall participation hours. JOBS continues to strengthen its working relationship with adult education providers and the benefits of postsecondary education are widely recognized.

- **Perception and Relationship of JOBS Partner Agencies to the Program.** The Texas JOBS program has steadily, if slowly, advanced towards a more cohesive system, but this perception is not universal. Perception of the JOBS program and the extent of agency participation are conditioned by the agency's financial relation to the program. Reimbursable and contracted providers (DHS, TEC, the Adult Education Cooperatives) generally view JOBS as a cohesive unit, whereas non-reimbursable providers (JTPA) tend to think of JOBS as more of a DHS project than a collective effort. Non-financial inter-agency agreements with key non-reimbursable providers do not exist at all sites, and where they have been developed, may not be operational. The Texas Department of Mental Health and Mental Retardation (MHMR) and the Texas Rehabilitation Commission (TRC) are not regularly identified as major partners in the JOBS initiative by field staff from participating agencies and programs.

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[25] A more comprehensive analysis of program resources and key service delivery functions is contained in Section III. These observations are intended to supplement that analysis.

- **Regional Inter-Agency Planning.** Regional inter-agency planning has helped key administrators and staff of partner agencies to identify mutual needs and resources. Results, however, are not always apparent at the local service delivery site.

- **Co-located and Collaborative Service Delivery.** Co-located or geographically proximate collaborative service delivery efforts permit better communication and coordination between participating agencies and are often more convenient for clients.

- **Transition and Uncertainty.** Ironically, the most consistent feature of the JOBS program to date has been its constant transition. During the initial implementation period, a transitional period was expected as program relationships between participating agencies consolidated. Roles and relationships between collaborating agencies have remained in flux as uncertainty related to program changes and resource constraints hit the JOBS program during FY 1993. Current levels of uncertainty extend to job security. DHS Employment Service workers are concerned about their future employment based upon anticipated program cuts in FY 1995 and concern about the future of the JOBS program itself in the context of the ongoing welfare reform discussions in Washington.

- **Transportation.** Despite JOBS-provided financial assistance, transportation to service delivery and work sites continues to be a problem for many participants, particularly access to adequate public transportation in the less-urban/semi-rural areas of the state.

III. Resources and Service Delivery in the Texas JOBS Program

A. Introduction

This section presents analytic responses to several of the key research questions introduced in Section I of this report. The key topics addressed are:

- Resource Availability (Research Question #1)
- Assessment (Research Question #2)
- Service Planning (Research Question #2)
- Referral and Enrollment (Research Question #3)

This discussion is based primarily upon program information and observations drawn from two field visits in the Spring/Summers of 1992 and 1993 to each of the four study sites. Insights developed from the site visits have been supplemented by information and findings drawn from the impact, benefit/cost, and participant perception components of the evaluation.

Resource constraints and qualitative change (i.e., modifications of the essential character) in the Texas JOBS program are recurrent themes in the following subsections, each of which is dedicated to one of the topics identified above. Research results suggest that diminishing financial resources from the primary funding streams available to the JOBS program in Texas, relative to steadily increasing numbers of JOBS eligible AFDC recipients, are challenging the program's ability to effectively address the needs and circumstances of JOBS participants. Resource constraints and the pressure to attain the federal participation rate for the enhanced federal match have required reductions in the intensity of service delivery practices (e.g., assessment and service planning) for the more "job-ready" participants and limited the range and availability of appropriate activities and necessary support services.

B. Resource Availability

Research Question #1: *Are sufficient resources available among service providers targeting their services to JOBS participants to address the needs of JOBS clients?*

The relationship between resources and client needs is approached in two ways. First, the aggregate resources directly available through state and federal funding streams are discussed relative to the increase in the numbers of individuals served to meet the federal participation rate targets. Second, resource availability is discussed for key activities and services that address client needs. These programmatic ingredients include case management, education, job skills training, and child care, all of which are closely associated with the success of JOBS.[26]

Aggregate Resource Perspective. The adequacy of aggregate resources to meet JOBS participants needs can be measured against the federal participation rate, which was set at 7 percent for FY 1991, 11 percent for FY 1992 and FY 1993, and rose to 15 percent in FY 1994.

As Tables 3.1 and 3.2 indicate, Texas has been able to surpass the federal participation rates for each of the first three years of JOBS, despite the fact that federal and state JOBS dollars have been declining relative to the actual number of clients that must be served each month on average in order to attain these rates. Between FY 1991 and FY 1992 total DHS expenditures for the JOBS program increased 43 percent from $39.3 to $56.2 million. The average monthly number of participants increased almost 85 percent, approximately twice the rate of increase in total expenditures. Between FY 1992 and FY 1993, estimated total state and federal expenditures increased 10.3 percent, while the estimated change in the average monthly number of participants increased 16.1 percent. Thus, total direct federal and state expenditures for JOBS in Texas have declined significantly relative to the actual number of clients served in order to secure the enhanced federal match.[27]

The Texas JOBS program cannot survive as *currently* operating without the enhanced federal match which provides the program its capacity to address the needs of larger numbers of clients. At the state level and in most substate areas, the program has been able to provide a range of activities and services for enough clients to exceed the federal participation rate for the first three years of JOBS and thus to qualify for the enhanced federal match. The program's ability to continue doing so beyond FY 1994 is suspect given the reduced resources and increased federal participation rate (15 percent). The number of non-exempt JOBS eligibles has risen steadily during the first three years of JOBS and is projected to continue doing so during FY 1994.[28] The projected decrease in total state and federal resources available precludes attainment of the federal participation rate in FY 1994 in all likelihood, without substantial further changes in program approach and/or geographic scope.

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[26] The research on similar pre-JOBS welfare-to-work programs provides supportive evidence as well. See Gueron and Pauly (1991), and Cottingham and Ellwood (1989), and King and Schexnayder (1992), among others.

[27] An even greater discrepancy between the rate of increase in funding compared to the rate of increase in participation is revealed over the three year time period FY 1991–FY 1993, during which funding for the JOBS program increased 57.8 percent but the combined actual and estimated average monthly number of participants increased by almost 115 percent.

[28] The Texas program plans to partially contain the increase in non-exempt eligibles by more frequently applying the "remoteness" exemption.

Table 3.1
State AFDC/JOBS Average Monthly Caseload Data, FY 1991-1994

	Actual FY 1991	Actual FY 1992	Estimated FY 1993	Projected FY 1994
Total JOBS Eligibles	198,594	203,035	205, 433	224,887
Non-Exempt Eligibles**	96,012	103,866	111,786	123,168
% Change Previous FY	-	8.2%	7.6%	10.2%
Actual Participants*	6,549	12,098	14,051	13,753
% Change Previous FY	-	84.7%	16.1%	-2.1%
Participation Rate	8.3%	12.1%	12.5%	11.3%

Source: TDHS-CSS Program Budget & Statistics (9/17/93). * Using Federal participation definition.
** Excludes non-exempt clients who have good cause for not participating.

Table 3.2
Direct Federal and State DHS JOBS Expenditures, FY 1991-1994

	Actual FY 1991	Actual FY 1992	Estimated FY 1993	Projected FY 1994
State Expenditures	$16.1	$22.6	$24.8	$22.1
% Change Previous FY	-	40.3%	9.7%	-10.9%
Federal Expenditures	$23.2	$33.5	$37.2	$33.2
% Change Previous FY	-	44.4%	11.0%	-14.7%
Total Expenditures	$39.3	$56.1	$62.0	$55.3
% Change Previous FY	-	43.0%	10.3%	-10.8%
Federal Capped Entitlement	$45.9	$48.0	$48.2	$48.2
Percent Utilized	50.5%	70.1%	77.2%	68.9%

Source: TDHS-CSS Program Budget & Statistics (FSA 331 Report; 9/8/93).
Note: Dollar amounts are in millions.

Decisions made by the Texas Legislature have directly influenced the level of resources available to the JOBS program. The Texas Legislature decided in 1989 and again in 1991 to only provide sufficient resources to attain 7 percent JOBS participation, despite the fact that the target federal participation rate was 11 percent for FYs 1992-1993.

Moreover, the state 's limited contribution determines the total amount eligible for the federal match. On the positive side, Texas increased its proportional draw of the federal capped entitlement from just over 50 percent in FY 1991 to 70 percent in FY

1992, bringing an additional $10.2 million in federal money to the state. Texas expects to draw down approximately 77 percent of the federal JOBS funding available for FY 1993. However, these increases have been insufficient to keep pace with the growth in the actual number of eligible participants.

Although total resources available for serving participants are not reflected exclusively by federal and state JOBS expenditures (because of Texas's adoption of a collaborative services model), most activities and services (60–68 percent) are obtained with these dollars.[29] However, as indicated below, there have been absolute declines in the non-JOBS funding available to serve participants over this period as well. As a result, shifts in program offerings based on relative declines in funding seem inevitable.

In addition to federal JOBS dollars, federal JTPA funding allocations to Texas have an effect on education and job training opportunities for JOBS participants. In the collaborative services model that Texas has adopted, the JOBS program is heavily dependent on JTPA to provide virtually all job skills training, as well as some remedial education and support services on a non-reimbursable basis. Texas' JTPA allocation for training adults and youth underwent the maximum 10 percent cuts in Title IIA in two of the last three Program Years (PY 1990 and PY 1992), as well as a 6 percent reduction in the intervening year (PY 1991). The state's PY 1993 allocation declined by another 3.2 percent. A relatively fixed national appropriation, coupled with a federal allocation formula tied in large part to relative state shares of unemployment, has drained training funds from the state as unemployment has increased in other parts of the country.

Moreover, since the late 1980's JTPA has increasingly stressed longer-term, more intensive treatments for harder-to-serve groups. This has produced longer stays and higher costs for each individual served, including AFDC recipients. Thus, JTPA's capacity to meet the education and job training needs of AFDC/JOBS participants and to continue the level of services provided to other JTPA target groups has been seriously hurt.

The Texas JOBS program is constrained in terms of available resources. The Legislature's decision to limit resources, combined with declining JTPA funding, higher training costs, and increasing numbers of JOBS eligibles, strongly suggests that resources are and will remain insufficient to provide the range of activities and services needed to increase participants' prospects for economic self-sufficiency.

Improvements in operational efficiency observed during the second rounds of field visits (e.g., improved communication between DHS Income Assistance and

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[29] Section VII provides a detailed discussion of the JOBS and non-JOBS costs of the Texas program. See Figure 7.2.

Employment Services workers, tighter oversight of child care expenditures) have increased the program's capacity to serve more participants. However, some program adjustments, including group case management and less individualized assessment and service planning for Service Level I clients, result from declining resources and increasing numbers of JOBS eligibles. The program is becoming far more concerned with process ("getting the numbers") over product (outcomes) in order to secure enhanced federal match. Yet, even a severely streamlined Texas JOBS program is unlikely to qualify for enhanced federal match in FY 1995. Meanwhile, the program runs the risk of failing to provide appropriate activities and services in an effort to do so.

Resources for Specific Activities and Services. Quality case management, a full range of education components, job skills training, and child care are essential to the JOBS program's ability to address "the needs of JOBS clients."

Case Management. The style and intensity of case management services in Texas have been modified during the first three years of JOBS in part due to limited program resources. To increase participation with declining resources for FY 1993 and beyond, the Texas' JOBS program selected several approaches. Group case management was introduced, caseloads increased, and measures ostensibly designed to increase case manager productivity were implemented, including adopting caseload performance expectations and caseworker performance evaluations.

Quality, individualized case management was intended to be the heart of the JOBS program in Texas when it was implemented in October 1990. In the context of the collaborative services model, the case manager is the individual responsible for successfully guiding the participant through the program, assuring that requisite activities and services are forthcoming. Although case management alone does not ensure program success, it is recognized as an important element.[30] During FY 1992 field research, field staff most often cited case management as the factor associated with positive program outcomes. During the FY 1993 field research, rarely was case management mentioned. Rather, many DHS individual case managers expressed a desire to spend more time with program participants and less time on paperwork.[31] Almost all were concerned with increasing the proportion of their caseload that counted towards federal participation.

Case managers perform a range of important functions, including assessment, service planning, referrals, monitoring participation, recommending and curing sanctions, and determining good cause. In some substate areas, case managers play important roles in identifying community resources and must maintain communication channels with providers (as well as with DHS Income Assistance workers). Case management functions are now performed under greater scrutiny at the same time that expected average caseloads and participation pressures have increased. Many case managers question the fairness of the increased accountability for resources and events over which they have little or no control.

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[30] Hagen, Lurie and Wang (1993); Institute for Family Self-Sufficiency (1992).

[31] Despite this , according to a 10-state, 29-site survey of frontline workers conducted by SUNY/Albany in the fall of 1991, Texas caseworkers reported spending the greatest share of time (53%) in direct contact with clients. The 10-state average was 43 percent. As reported in Hagen, Lurie and Wang (1993), App. E, p.68.

Group and individual case management. Group and individual case management are currently included in the Texas JOBS program design. In FY 1991 and FY 1992, individual case management services were provided by both DHS and JOBS Contractor staff, the former primarily serving SL II (and SL I participating in long-term education or training), and the latter serving SL I clients outreached by the JOBS contractor for employment-related components. For FY 1993, all case management responsibilities were returned to DHS case managers. DHS case managers still provided individual case management to SL II participants. However, only DHS group case management was being provided to SL I participants receiving TEC services.

Group case management was initiated for several reasons. SL I participants are considered more job-ready and less in need of intensive case management services. Also, DHS case management allows the JOBS contractor staff to concentrate more on their employment-related specialization. Perhaps most importantly, DHS group case managers were expected to carry higher caseloads (at least 125 cases per worker), which could increase participation while stretching program dollars.

Group case management apparently has not worked as well as expected during its first year of implementation. Monthly caseloads have exceeded 200 in some instances, and an enormous amount of time has been spent processing non-compliance situations, particularly failures to respond to outreach. Participant contact is more limited, assessment is truncated, and service planning options have been almost exclusively limited to TEC-provided components.

DHS/CSS monthly caseload expectations for individual case managers increased between FY 1992 and FY 1993, rising from 55 to 75 cases per worker. During FY 1992, the appropriateness of the 55-cases/worker figure was widely acknowledged by program administrators and staff. The increase in caseload size reflects either an underestimation of worker productivity or the statewide effort to increase participation with fixed resources. Unfortunately, increased caseloads imply at least some reduction in the time allocated per participant.

Determining Caseload Size. DHS supervisors and staff identify two important factors in determining actual as opposed to targeted caseload size. First, the amount of training and experience of case managers determines their individual capacity to handle a caseload. Supervisors generally report that up to one year on the job may be necessary to prepare a case manager for a full case load (between 55 and 75 cases). Case managers must be adequately prepared to perform the diverse and challenging tasks required of their position (e.g., client interaction, documentation, resource development under the collaborative services model). In FY 1992, many individuals were relatively new to Employment Services and to case management, and due to normal turnover and worker re-assignments, this condition persists in FY 1993, although to a much lesser degree.

Second, and equally important in determining caseload size, the JOBS program must have activities and services available in order effectively enroll participants. Gaps in child care availability constrained caseload growth in almost all substate areas during FY 1993. One substate area had no formal AFDC/JOBS adult education classes available for four months in the last half of FY 1993. It is extremely difficult to maintain a targeted case load size under such conditions.

Near the end of FY 1992, there appeared to be sufficient numbers of JOBS case managers to deal with the participants' needs and to meet required levels of participation, but caseloads were growing to meet the expected increase in the target Federal participation. Hiring more case managers was generally not an option. A few new Employment Services units have been formed in substate areas, sometimes accompanied by an increase in case managers. These developments are largely facilitated by the movement of staff and resources within the DHS region; rarely have they represented a net increase in resources.

Case Manager Productivity. Caseload performance expectations, case readings, and performance evaluations are all levers available to DHS to increase worker productivity. DHS managers and staff variously mentioned that case managers were expected to have between 50 and 65 percent of their caseload meeting the minimum federal participation requirements in FY 1993. Although it seems appropriate to create caseload performance expectations, this standard may be too nebulous given the conditions of uncertainty (e.g., component or child care availability) inherent to JOBS case management.

As a result of caseload performance expectations, some case managers spend a portion of their work schedule calculating (or attempting to figure out how to calculate) the proportion of their caseload that meets the requirements, despite the fact that participation is calculated at state and regional levels and has no one-to-one correlation with their case load performance.[32]

Worker performance evaluations for DHS case workers (Form 4040), similar to those conducted on Income Assistance workers, were modified for FY 1993 and now include language that allows supervisors to include the proportion of the JOBS caseload that is counted toward meeting the federal participation rate. Along with case readings, caseload size, and performance targets, these evaluations are expected to increase productivity. In effect, they may enhance worker attention to job security, procedures, and nominal participation while decreasing worker attentiveness to participant needs and positive program outcomes. It is especially risky to increase the emphasis on process and constrain the available resources in a program lacking clear outcome standards.[33]

The overriding issue may be that as productivity measures and practices—especially worker performance evaluations and high case load expectations—similar to those developed for Income Assistance are applied to Employment Services, the more client-oriented aspects of JOBS may be lost to the process-oriented eligibility practices. These changes in case management appear to be a direct response to current and projected resource constraints.

Education. The Texas JOBS program has made a consistent effort to provide educational opportunities to program participants during its first three years. Resources for adult and postsecondary education are essential to the long-term success of the JOBS program in light of the educational deficits of most Texas AFDC caretakers. Education levels are associated with increased long-term earnings potential.[34]

The major focus in Texas has been adult education components delivered primarily through the Adult Education Cooperatives with funding provided by the Texas Legislature through TEA specifically for that purpose. Local JTPA programs and, to a lesser degree, other community organizations, have also made important contributions. JTPA education components have been funded by both Title II-A 78 percent (mainline adult and youth training) as well as Title II-A 8 percent (education coordination) dollars. Through FY 1993, resources have been available to begin addressing the enormous educational needs of JOBS participants. Continued funding for classes delivered by the

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[32] Since Texas is following the HHS-prescribed method for calculating participation, technically this cannot be done locally, but only at the state level. This is due to the fact that participants in one locality meeting at least 75 percent of their scheduled hours but less than twenty total hours may be matched with participants exceeding the 20-hour target in other areas for reporting participation.

[33] While the FSA, Section 203(b) required the Secretary of HHS to develop JOBS performance standards based on outcomes by 10/1/93, this has not been done. In fact, the Clinton Administration has requested that this be postponed until October 1, 1994. This request is pending before Congress.

[34] See Berlin and Sum (1986), among others.

Cooperatives has recently been assured by the Texas Legislature; the future of classes provided through JTPA, particularly those funded through 8 percent dollars, is less certain.

Postsecondary vocational and academic education are widely recognized means of increasing earnings potential. Access to and availability of resources for postsecondary opportunities have been limited during the first three years of JOBS. Recent action taken by the Texas Legislature may improve this situation in FY 1994 and subsequent years.[35]

Importance of education resources. Most JOBS participants have serious educational deficits that must be addressed in order to enhance their viability in the labor market. Lack of some form of secondary education certification and low functional literacy levels are real barriers to employment. All SL II participants and a number of SL I participants lack a high school diploma or GED certificate, a common prerequisite for employment. Moreover, functional levels of participants within both Service Levels generally are well below reported years of educational attainment. As a result, many participants have been referred and enrolled in adult basic education, despite their reporting having completed more than 9 or 10 years of schooling or, in some instances, holding a high school diploma.[36]

Many JOBS participants must increase their functional literacy levels or obtain a GED prior to entering job skills training or postsecondary academic or vocational tracks. Adult basic education (ABE) and GED classes are a necessary first step that enables participants to qualify for these components.

As well as addressing client needs, education components contribute substantially to total participation hours, benefiting the Texas JOBS program. Most JOBS adult education classes meet twenty hours or more per week. Although postsecondary components generate fewer total participation hours, actual attendance in relation to scheduled hours is slightly higher than in the adult education components.[37]

Resource availability for adult education. Adult Education Cooperatives provide adult basic education (i.e., basic literacy, ESL, and adult basic education) and adult secondary education (i.e., GED/secondary education) classes for JOBS participants.

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[35] The legislature passed Rider 12, Article V of Senate Bill 5 (General Appropriations Bill, Regular Session, 73rd Legislature, 1993) which mandates far closer linkages between JOBS and postsecondary institutions in large part to enhance access and to increase state resources that can be matched by federal funds.

[36] Referrals to ABE/GED for Service Level I clients, not uncommon in FY 1992, were rare, if an option at all, in the field study sites in FY 1993 due to the increased emphasis on labor force attachment for these more "job-ready" participants.

[37] Observation based on review of unpublished TL-184 Reports provided by DHS Program Budget and Statistics for the four study sites.

Cooperatives receive funding to provide adult education services both from regular federal/state sources and from the special JOBS Adult Education appropriation which is matched by JOBS funds through the state-level financial agreement. JOBS benefited from $1 million in special State JOBS Adult Education funds for the 1989-91 biennium, a figure which increased to $2 million annually for the 1991-93 biennium. These appropriations, when combined with the enhanced match, made available a total of $5.6 million to adult education programs in FY 1992 and FY 1993. In the last session, the Texas legislature increased the AFDC/JOBS adult education appropriation to $2.75 million for the next biennium.

Because of the maintenance and expansion of state funding for adult education, JOBS has been able to provide adult education services to participants. There remains room for improvement. Resource distribution methods from TEA to the Cooperatives do not assure that dollars are allocated in an efficient and timely manner. The Cooperatives may apply for three allocations during the year: the original allocation, enhancement dollars, and redistributed funds which may be de-obligated by other Cooperatives. Direct allocations and enhancement dollars are distributed to the substate areas based upon a "fair share" basis, determined by the number of individuals in the Coop's jurisdiction eligible for services, rather than the actual number of AFDC/JOBS students served. As a result, substate areas that are serving a higher proportion of eligibles have less money per student to do so.[38] At the same time, Cooperatives with excess funds might not de-obligate those funds, and TEA might not re-allocate released funds in a timely manner to those Cooperatives facing resource shortages. During FY 1992, TEA expended some $5 million from a budget of $5.6 million, partly indicating the difficulty with distribution.[39]

The types of classes provided correspond to the client needs identified by the service level sorting and client flow designs of the Texas JOBS program. Basic literacy classes have been tangential to JOBS to date, since technically, basic literacy and adult basic education are targeted for SL III participants who have less than an eighth grade education. SL III participants are typically referred to regular (i.e., non-JOBS) adult education classes or to another community organization that holds literacy classes, largely provided by volunteers. Since it is highly unlikely that the state JOBS program will make a more concerted effort to serve SL IIIs, available basic literacy resources appear sufficient.

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[38] Potential fiscal stress is increased if the Cooperative is trying to operate instructional units at multiple sites of moderate client density established to mitigate transportation barriers and maximize client access as occurred with Region I ESC in Hidalgo County during FY 1993.

[39] The $5,010,830 figure was reported by DHS/CSS Program Budget and Statistics (from FSA 331 Report, October 3, 1993).

ESL is offered to JOBS participants and is a major component of the JOBS adult education program in Hidalgo County. Limited ESL offerings may be found in the other areas; usually they are part of the regular adult education classes or offered by community organizations. At one Tarrant County DHS office with a relatively high proportion of clients with limited English language skills, participants are regularly referred and enrolled in an ESL class provided through the regular adult education program for 20 hours a week.

Most classes offered under JOBS are in adult basic education and GED preparation. The Adult Education Cooperatives conduct ABE and GED classes at various locations, including some DHS offices, adult learning centers, libraries, public housing complexes, and other available classroom spaces. Classes are sometimes co-sponsored by other agencies, (e.g., DHS, JTPA or local public housing authorities). The lack of semi-permanent, convenient, and appropriate class sites will continue to be a resource-related issue in some substate areas.

JTPA programs have provided important ABE and GED services for JOBS participants as well. The most common form of JTPA service provision is to fund computerized learning centers, usually in some cooperative arrangement with DHS, the Adult Education Cooperatives or community colleges. Education services for JOBS/AFDC participants are supported with Title II-A 78 percent (mainline adult and youth training) as well as Title II-A 8 percent (education coordination) dollars. Typical types of support include: the purchase of computers, computer-enhanced curricula, and classroom materials; payment of GED test fees, rent for classroom space and (occasionally) instructors' wages; and provision of incentives and needs-based payments for participants.

Continuity in JTPA funding for adult education is not assured. Local PICs annually decide whom to serve and what services to provide. Remedial and GED classes offered by JTPA are non-reimbursable services for which funding is now and has been on the decline. More importantly, recent JTPA amendments required that the approximately $10 million of II-A 8 percent education coordination funds (previously administered by the JTPA system, in consultation with TEA, and formula allocated to the SDAs) must now be allocated by the Governor directly to TEA. For PY 1993, continuity for the SDAs was assured by an agreement between TDoC and TEA. For PY 1994, it appears that local entities may apply for funds through the division of Vocational Education at TEA. It is yet uncertain what effects this will have on education opportunities for JOBS participants.

Most PICs have been serving at least their "fair share" of AFDC recipients according to JTPA guidelines; which groups out of the AFDC pool they are serving is a local issue.[40] PICs have supported several collaborative efforts to deliver education to JOBS participants in the study sites. The types and levels of commitment are orchestrated locally, and there is a broad range of substate variation, dependent primarily upon the working relations between the DHS and PIC administrators and staff.

Resource availability for postsecondary education. Postsecondary education is an area which has been under-funded relative to need in JOBS. Administrators and staff frequently mentioned postsecondary educational achievement among notable and desired individual outcomes of JOBS program participants. Local JOBS programs, working with community colleges and JTPA, have attempted to make postsecondary education (and training) more accessible to program participants. The future is more promising, if uncertain.

During the 73rd Legislative Session, the Texas legislature required that the Texas State Technical College (TSTC) and community colleges (under the direction of the Higher Education Coordinating Board) provide education, training, and support services to JOBS participants through agreements and contracts with DHS. To do so, the Legislature reduced DHS general revenue appropriations for JOBS and directed TSTC and the community colleges to make available commensurate resources for AFDC recipients from their appropriations. For FY 1994, TSTC is to direct $0.75 million, increasing to $1.25 million in FY 1995. The community colleges are to direct $3 million in FY 1994 and a total of $9.0 million in FY 1995.[41] It is yet unclear how the reduction of JOBS resources and redirection of postsecondary education funds will enhance the enrollment and performance of JOBS participants.

Limiting Factors. Postsecondary education for JOBS participants is subject to several constraints. Enrollment limits in appropriate education and training classes (dependent upon available classroom space and operating costs) and tuition-related barriers (often associated with defaulted student loans at proprietary schools) must be negotiated to make this option more viable for JOBS participants. The two-year limit on in-program support services is an inappropriate time-frame for those participants who must first complete a GED prior to entering a postsecondary track.[42] Since only in-class or supervised hours are counted toward participation, unless monitored study halls are available, even most full-time students in postsecondary education will not satisfy the participation requirement.

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[40] A recently-completed study of pre-JOBS welfare-to-work programs in Texas found that, while less than 25 percent of all AFDC caretakers served by JTPA had been referred by DHS, there were few significant differences in program mix, employment rate or earnings by referral status. See King and Schexnayder (1992) p.36.

[41] Rider 12, Article V of Senate Bill 5, General Appropriations Bill, Regular Session, 73rd Legislature, 1993.

In addition, many JOBS students require special initial and ongoing support to enroll in and complete postsecondary programs. Having completed a GED does not necessarily prepare an individual for the more demanding postsecondary curricula. "Gateway" or transitional programs, including TASP preparation and ongoing academic counseling, are necessary to help new students enter and acclimate to a relatively foreign environment.

Competition is extremely keen for limited slots in promising vocational tracks, particularly in the health care related fields (often cited as a sure road to economic self-sufficiency).[43] In both Angelina and Bexar counties, areas ripe with health-care related employment opportunities, there are two to three-year admissions backlogs for RN/LVN training. Moreover, JOBS participants have a high risk of being among those "screened out" during the first semester. The few students who were enrolled with local JTPA assistance in East Texas did not survive the first year.

JOBS students bear responsibility for the outcomes of their efforts. Individuals with recognized barriers and weak education backgrounds who undertake the challenge of postsecondary education should be provided the types of assistance that will help them succeed.

Job Training. JTPA is the major job skills training provider for JOBS in Texas. The overall resource problems associated with JTPA have already been described. JTPA Title II-A funding for job training (as well as education coordination) has been declining in Texas for the last four years (See Table 3.3). During the same time frame, DHS has been pressing PICs to expand access to training for JOBS participants across the state.

JTPA programs are designed to distribute available resources throughout a spectrum of target populations. JTPA must serve eligible clients who are in-need and will benefit from education and training activities. Within the context of declining resources, PICs can typically point to the fact they have been meeting their obligations and performing at acceptable levels for the AFDC population. They are not obligated or capable to meet the employment and training needs of all JOBS participants.

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[42] Child care may continue until education or training is complete if the participant is within 90 days of a credential that enhances employability.

[43] According to a recent study of San Antonio's economy and education and training systems by Wilson and King (1993), health care placements contributed both the high and the low end for its JTPA Title IIA program: 200 Nurses aides/Orderlies at $4.10/hour and 30 LPNs at $7.19/hour.

Consequently, JOBS participants do not always obtain the types or levels of training components generally available through JTPA. Part of the problem with accessing JTPA training is attributable to incongruencies in DHS/JOBS and TDoC/JTPA planning and funding cycles. Local JTPA plans tend to be drafted in the January-to-May period and "slots" allocated or committed often by August or September when the traditional school year begins; DHS Regions receive JOBS funding in October and November. New participants steadily enter the JOBS program and job skills training might be an appropriate referral throughout the year. Thus the problem appears to be a function of timing as well as lack of resources. Often training "slots" become filled and committed prior to DHS referrals. Moreover, most occupational classroom training does not meet 20 hours per week.

Additionally, most JOBS participants require education services to qualify for JTPA. The education levels of many JOBS participants referred to JTPA are insufficient to qualify for admission to training components, which generally require a functional literacy level at least equivalent to an eighth-grade education. Hence, JTPA programs have frequently made a concerted effort to provide education components (provided through II-A 78 percent and eight percent funding) to JOBS participants as a prerequisite to enrollment in skills training.

Furthermore, inconsistent coordination between relatively autonomous JTPA entities and the JOBS program staff at the substate level have exacerbated shortages of job training resources. The fundamental difference between their performance expectations inhibits coordination between the two-systems. JOBS is largely driven by process and maximizing hours of participation; JTPA is geared to post program outcomes, such as follow-up employment and earning standards.

The crux of the inter-program relations issue is access to increasingly limited training opportunities. JTPA controls access to skills/training and DHS needs greater enrollment of JOBS participants. The situation is confounded by duplication in the eligibility certification, client screening, assessment, and service planning processes, despite continuous attempts over the last several years—supported by legislative mandates, inter-agency agreements, and regional planning forums—to improve inter-program linkages. Inter-agency agreements were non-existent or non-functional in two of the field sites (and of highly questionable utility in a third). After 3 years, Form 2738 joint referral is still not universally or consistently used.[44] Regional planning forums successfully identify issues, collective needs, and available resources. They have not assured tangible improvements in program operations at the local level.

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[44] Furthermore, JTPA questions the ability of DHS case managers to adequately identify training needs and employment goals during the JOBS assessment and service planning processes, and replaces these efforts during the JTPA intake and enrollment. JTPA staff conduct these processes with instruments and labor market information often not available to DHS staff.

Skills training slots for some of the occupations most likely to produce longer-term economic self-sufficiency for this population are in very short supply. Occupational skills training, as well as OJT and voluntary work experience, increase the employability of JOBS participants. None is widely accessible. Classroom training slots, ranging from health-related fields to vocational/technical skills in community college or proprietary schools, are limited by simple availability and tuition barriers. A coherent sequencing of courses is impeded by incongruencies in the JOBS and JTPA planning and service delivery patterns. OJT use is on the decline in JTPA[45] and JOBS participants with educational deficits or weak work histories face difficulties competing with more experienced workers for those opportunities that may exist. Voluntary work experience (VWE) is increasingly seen as viable JOBS activity that increases employability.[46] VWE was recognized as a JOBS component for DHS reporting purposes in FY 1993. VWE placements are increasing, but staff remain challenged to identify openings that match the participants occupational interests and capacities with the needs of the provider.

Table 3.3
JTPA Title II Funding for Adult and Youth Training and Education Coordination, PYs 1990–1993

	PY1990	PY1991	PY1992	PY1993*
Title IIA Total	$153.0	$143.1	$128.5	$124.3
% Change Previous PY	-10.2	-6.5	-10.2	-3.3
Adult & Youth Training	$119.4	$111.6	$100.2	$98.3
% Change Previous PY	-	-6.5	-10.2	-1.9
Education Coordination (8%)	$12.2	$11.5	$10.3	$10.0
% Change Previous PY	-	-5.7	-10.4	-2.9

Source: JTPA planning documents, various years.
Note: Dollar amounts are rounded to millions. Percentage calculated based on rounded numbers are approximate. *Beginning in PY 1993, the total now reflects the sum of the new Titles IIA and IIC (a separate youth title).

Child Care. The Texas JOBS program provides several support services to participants including in-program child care; transportation assistance; one-time, work-related expense payments; and transitional child care and medical assistance. JTPA may provide needs-based payments; participant incentives and enhancements; and (occasionally) one-time, work-related expense payments and child care assistance to JOBS participants. All of these support services are valuable assets that enable participants to better partake of education, training, and employment opportunities. None has become so integral to program operations, has been subject to such resource constraints, and so debilitating in its absence, as in-program child care.

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[45] As a result of allegations of fraud and abuse by the US. Office of Inspector General, DOL promulgated restrictive regulations in 1991; the 1992 JTPA amendments further discourage OJT as a treatment.

[46] VWE is called Unpaid Work Experience in FY 1994 as required by HB 779 of the 73rd Texas Legislature.

The CCMS system manages two primary funding sources (among others) essential to JOBS: in-program JOBS child care and transitional child care, both funded under Title IV. Additional funds have been available to the JOBS program through the Child Care and Development Block Grants (CC DBG-JOBS) resources.

The state contribution directly affects the amount of in-program child care available to the JOBS program. Contrary to the expectations generated by the ambiguous FSA language and related state policy announcements, JOBS child care is not a true entitlement. In-program JOBS child care is only an entitlement to the degree that states put up sufficient matching funds. This contrasts with transitional child care which (like AFDC benefits) is a true entitlement. All eligible applicants with correct documentation must be provided the benefit; subject to some qualifications, states must fully fund such entitlements. In-program JOBS child care is now acknowledged as only a quasi-entitlement subject to state resource constraints[47].

Child care resources and participation. States are required to provide in-program child care for those who need child care in order to participate. Lack of child care is a recognized "good cause" for non-participation. Clients understand that they are not required to participate without child care, and reportedly some clients "screen themselves" out of JOBS, knowing that child care is not available. Fixed levels of state funding for in-program child care have and will continue to undermine participation.

Local JOBS programs are highly sensitive to the presence or absence of adequate child care funding. Without child care, JOBS outreach is completely halted, curtailed, or manipulated to outreach only those clients who are unlikely to need child care. Reduced numbers of new clients entering JOBS causes case manager case loads to drop (creating a ripple effect of work place tensions associated with reduced worker productivity). Cases may be left "pending" the availability of child care, and waiting lists temporarily created, but such discontinuities in client flow and service delivery may have an adverse effect on

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[47] There is a large difference of opinion on this issue. Mark Greenberg of Center for Law & Social Policy, along with client advocates in several states, hold that in-program care is a true entitlement just as transitional care is.

potential participants in terms of motivation, commitment, and basic belief in the stability or value of the program.

Local programs frequently prioritize the limited amounts of available child care. In two of the sites, SL I participants referred to TEC received first priority in order to fulfill the contracted obligations. In all of the sites, the limited funds made available to the CCMS at the beginning of the summer (1993) were targeted to enrolling participants who could be scheduled for components that would end before August 31, and not carry-over into the next year; child care funds were insufficient to carry them further. While both strategies are rational responses to resource shortages, they are designed to address the program-oriented needs of JOBS, *not* the needs of the participants.

For the first two years of JOBS, Texas experienced a low-pressure environment for child care resources relative to that which prevailed in FY 1993 or that which is projected to occur in FY 1994. In FY 1991, the adequacy of child care resources was conditioned by the low (7 percent) targeted participation rate statewide. Demand for child care expanded rapidly with the growth of the CCMS system, operationalized in March 1991, and the increased participation target rate for FY 1992. The average daily number of children in care rose from 5,099 in FY 1991 to 14,485 in FY 1992.[48] A large part of the demand was absorbed by the additional child care funds made available to the JOBS program through the Child Care and Development Block Grants. Table 3.4 presents the actual and estimated expenditures for in-program child care provided through the IV-A JOBS and CC DBG-JOBS funding streams.

Table 3.4
In-Program JOBS Child Care Expenditures

Funding Category	FY 1991	FY 1992	FY 1993*
IV-A JOBS	$15.8	$36.4	$36.8
CC DBG JOBS	$0.0	$10.1	$12.2
Total	$15.8	$46.5	$49.0

Source: DHS-CSS Program Budget and Statistics (11/1/93).
Notes: * Estimated expenditure. Dollars are rounded to millions.

Each of the substate research sites reported modifications in program operations due to actual or perceived shortfalls of child care resources in FY 1992. However, only one CCMS reported an actual funding gap and closed intake for in-program child care[49].

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[48] DHS-CSS Program Budget and Statistics (November 1, 1993).

[49] A large block of child care funds, later replaced, had been transferred to another area.

Staff at the other three sites either quit authorizing child care or altered the rate and types of JOBS eligibles outreached.

In contrast, authorization and intake closed for significant periods at all of the field sites in FY 1993, due to funding shortages. CCMS staff reported that child care resources were insufficient to provide services for caretakers (and the working poor in general) to enter and retain employment. Most of the requests for child care at one site were coming from TEC only. In another, only parents of school-age children participated in TEC components from February through June. In another site struggling to attain the target participation rate, child care placements increased 16 percent in January and 27 percent in February, before funds were redirected and intake abruptly closed in March.

Resource distribution. Several concerns regularly surfaced when discussing child care resources with CCMS, DHS, and TEC staff during the FY 1993 field research. The basic question was: why were child care resources not efficiently distributed across the program year in order to avoid the intermittent curtailment of placements and associated effects upon client participation and caseloads? Resource shortages were not identified in advance; nor were contingency plans prepared to deal with the shortfall. Equally disturbing at the local level was the shifting of funds from one substate area to another, normally with little or no advance notification to the local program staff. State level manipulation of the child care resources caused considerable anxiety among local staff and reinforced a perception that state and regional administrators cared little about the effects of their actions on front-line staff. The general assumption locally is that DHS manipulates child care resources in order to maximize participation in key, large urban programs with little concern for disruptions in program operations and client needs in the less critical substate areas.

Child care efficiencies. Limited resources have led some areas to greater efficiency in child care delivery. Three of the four substate areas reported providing child care to more children with fewer resources in FY 1993. This was done partially by more closely aligning the hours of child care provided and the scheduled hours of activity for the JOBS participant. In general, in-program child care is being monitored more closely and child care for dependents of non-participants are being discontinued on a more timely basis.

Vendor changes. Resource scarcity also has apparently led to adjustments in the child care markets, including increased availability of part-time care, growth in the number of registered family homes in relation to licensed child care centers in the CCMS system, and exits from the CCMS of licensed vendors. DHS permits part-time participants to receive full-time care, if no part-time care (i.e., vendors who accept children for less than six hours per day) is available. In FY 1992, vendors were more prone to offer only full-time care, preferring full-time payment and more efficient use of child care slots (partial day slots are difficult to fill). More vendors reportedly provided part-time care in FY 1993. In the context of declining child care resources and increased competition for child care dollars, reduced referrals, and the possible transfer of dependents to competitors who do provide part-time care, more vendors opted to provide limited-hours care. Although the child care centers may not be the client's first choice, the increased availability of part-time care has helped to bring a closer alignment between child care and participation hours, in effect fostering more efficient allocation of JOBS child care resources.

The number of vendors in the CCMS system had expanded rapidly during FYs 1991-92 in response to the increased demand for child care, in large part generated by the JOBS program and related funding streams. Lured by the prospect of enhanced payment rate schedules, several centers improved the quality of child care services provided, becoming CCMS "designated vendors."[50] Other centers purchased the liability insurance required to participate in the CCMS. Reportedly, some vendors belonging to both groups have recently left the CCMS. Insufficient numbers of referrals and fixed (sometimes considered low) rates limit revenues, and many vendors prefer to operate outside of the CCMS. Private market rates may be more attractive and liability (overhead) reduced. It is too early to discern if this development will become a trend affecting the available supply of vendors in the long term.

Despite some exits from the CCMS system, the quantity of vendors appears sufficient to serve the children of JOBS participants at present. The number and types of vendors, hours of vendor operation, specific types of child care, transportation, and location of care affect service delivery in all substate areas. There are reported shortages of particular types of care from all the sites. Programs cited problems in securing shift, infant and after-school care in particular. In addition, there is some seasonal increase in the demand for child care for school-age children during the summer months. None of these has been an insurmountable barrier to general implementation of the JOBS program. What remains an issue is the relationship between quality child care and parental choice, an issue embedded in resource constraints.

Quality child care. Caregiver Training and Vendor Quality Improvement Assistance Programs have helped to improve the supply of high-quality child care. An unforeseen development, partially conditioned by resource scarcity, is that parental choice may undermine quality improvements. Parental convenience plays a significant role in vendor selection. Registered family homes, which are not subject to the same degree of oversight as licensed day care centers, are generally more flexible and responsive to parental needs. Some staff suggest that given the tightening of authorized day care hours, more parents may become willing to select registered family homes which do not mind if the parents are running a little late retrieving their children. One CCMS reported a notable rise in enrollments and a proportionate increase in registered family homes in the vendor pool compared to licensed child care centers, and attributed this development to the higher overhead at licensed centers, low referrals, and parental convenience issues.

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[50] The legislative request from DHS for funds to pay enhanced rates for designated vendors was denied.

Quality is also an issue in self-arranged care, particularly in regard to care delivered by immediate family members. Self-arranged care, relatively high in one site (around 20 percent), is usually associated with parental preference and prevailing family structure. Reimbursements for self-arranged care came from the state level for the first two years of the CCMS system, and these payments were notoriously slow, sometimes taking up to four months. Such reimbursements were delegated to the local CCMS contractors in June 1993. When reimbursement becomes more prompt (as is anticipated), the self-arranged option may become an increasingly popular. Conceivably, the general quality of child care will not continue improving and self-arranged care may become another form of income transfer.

Final comments. A notable but subtle shift has occurred in JOBS child care. In FY 1992, JOBS staff wielded child care as an incentive for program participation. The provision of child care alone generated some degree of client participation, a perception that was also evident in the longitudinal participant survey (Section VI). In FY 1993, program staff clearly perceived child care as a support service that enabled participants to prepare for and enter employment. It may take another year before participants fully internalize the message. At present, some staff suggest that the possible loss of child care benefits continues to drive participation, more so than the threat of sanctions.

Use of transitional child care is on the increase both in terms of numbers of children served and expenditures. Although not restricted to JOBS participants[51], transitional child care needs to be more closely monitored. Apparently, vendors or CCMS staff question caretaker continuing eligibility prior to the six month recertification process only when abnormal attendance patterns draw attention to the case.

Many JOBS participants, especially those in federal target and state priority groups, require access to some form of child care in order to effectively participate in components. Recent and projected resource shortages have and will continue to limit the availability of child care, a situation that does not bode well for the Texas JOBS program as currently designed.

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[51] At this time rough estimates from CCMS staff suggest that at best 50 percent of the usage is by former JOBS participants.

Key Findings. Principal findings related to Resource Availability in the Texas JOBS program are summarized below.

- The JOBS program has served increasing numbers of JOBS participants with declining levels of aggregate resources. The Legislature's decision to limit resources, combined with declining JTPA funding, higher training costs, and increasing numbers of JOBS eligibles, strongly suggests that resources are and will remain insufficient to provide the range of activities and services needed to increase participants' prospects for economic self-sufficiency.

- Sufficient resources have been available to allow the Texas JOBS program to meet the federal participation rate (and qualify for the enhanced federal match) for the first three years of JOBS. It is unlikely that the program will be able to continue doing so as currently designed.

- As a result of limited resources and increased participation pressures, the JOBS program is beginning to place less emphasis on producing strong program outcomes (i.e., preparation for employment at wages sufficient to eliminate welfare dependency) and more emphasis on process. To a limited extent, activity component options have been narrowed and client services diluted, particularly for SL I participants who are considered job-ready.

Attaining the federal participation rate is not the equivalent of addressing the needs of JOBS participants. Having adequate resources for specific activities and services is essential, especially for case management, education, job skills, and child care.

- Case management, initially considered the key to program success, has changed in response to resource scarcity. Targeted caseloads have increased and group case management was initiated in FY 1993. At the same time case managers are subject to increased caseload performance expectations and their productivity is more closely monitored. These changes tend to reduce the time and intensity of client contact. The net effect is that case managers are spending more time on program-oriented rather than client-oriented tasks.

- JOBS heavily emphasizes education–adult as well as postsecondary education–as a means of increasing participants' earnings potential. Adult Education Cooperatives and, to a lesser extent, JTPA programs have provided an array of curricula tailored to the needs of JOBS participants. Nevertheless, some Cooperatives are unable to keep classes open consistently throughout the year, and access to postsecondary opportunities are limited for JOBS participants.

- Job skills training slots have been limited for JOBS participants basically because of declining JTPA IIA allocations, more intensive (higher average cost) treatments and poor alignment between the JOBS and JTPA systems (e.g., planning and funding cycles).

- No single factor has so dramatically affected program operations as the scarcity of child care resources. Client outreach has been discontinued or targeted to clients who do not require child care to participate. Case manager caseload size and participation rates drop or become static. Resource scarcity has driven efficiencies in child care delivery, particularly a closer conformity between scheduled participation hours and authorized child care hours. CCMS contractors reported serving more children with fewer dollars due to increased (availability of and) placements in part-time care and more timely discontinuation of services to non- or poorly attending participants.

C. Assessment

Research Question #2 (Part 1): *How well are client barriers, educational, and other needs being assessed by participating agencies and programs? Are efforts being duplicated to any significant degree?*

The response to these questions is approached in three ways. First, the discussion focuses on the primary (JOBS staff) assessment procedures for participants and how this has changed during the first three years of the program. Second, the range of potential JOBS assessments and areas of possible duplication are identified. Lastly, some general observations about the capacity of the JOBS program and providers to assess the needs and circumstances of JOBS participants are presented.

Primary Assessment. Assessment is a federally required client component in the JOBS program, which must precede enrollment in other components. Each state program must conduct an initial assessment of the client's employability based upon the individual's job skills, work experience, education, child care and support service needs, family circumstances, and other factors affecting employability. In the Texas JOBS program, assessment is considered an "initial" and "ongoing" process conducted prior to service planning and enrollment which continues throughout the client's participation in the program. Local discretion is allowed in choosing whether the state assessment interview instrument or a compatible local variation is used during the initial interview and in selecting the type of functional literacy testing performed, if any.

Service level sorting largely determines the type of assessment a client will receive. During the first two years of JOBS, DHS or JOBS Contractor staff conducted an informal, in-depth, face-to-face assessment, guided by a state or locally developed assessment guide. This process was typically supported by the use of a standardized test instrument, usually Adult Basic Learning Examination (ABLE) or Test of Adult Basic Education (TABE). JOBS Contractor case managers conducted assessment for SL I participants; SL II participants were assessed by DHS case managers. Ongoing assessment was conducted informally on an individual basis at regularly scheduled meetings between the case manager and participant. The initial assessment was usually conducted coincident with service plan development and review. The initial interview

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lasted an hour to an hour and a half, with total time allocated reportedly approaching five to seven hours of assessment per client.

Statewide changes for FY 1993 intended to streamline service delivery and reduce costs brought significant modifications to the JOBS assessment for SL I participants. SL I participants no longer receive individual case management from the JOBS contractor (TEC), instead receiving group case management from DHS. This change was accompanied by a truncation of the initial and ongoing assessment process, both of which (except for crisis intervention and an occasional staffing) are conducted in a group setting for SL I participants.

SL I participants are considered more "job ready" and less in need of intensive services. Formerly, a more in-depth assessment was conducted by TEC case managers on an individual basis using the three-page Employability Appraisal Summary (EAS). Currently, a basic client profile is developed at orientation using the one-page Job Readiness Appraisal (DHS Form 2777). The EAS, jointly administered by the case manager and client, allowed a detailed appraisal of the client's work experience, education, training, job interests, support service needs, and personal and family characteristics. Significant barriers, assets, resources, and attitudes were summarized and employment goals, as well as necessary activity components and support services, were identified. All SL I participants in the four study sites received a functional literacy test, which frequently indicated that reported attainment was much higher than actual skill levels

Now Form 2777 is completed by participants themselves, guided by a group case manager, during the group orientation for SL I participants. Participants identify their dependents and complete a checklist regarding ongoing and previous work, training or education (including Survival/Life Skills). Clients self-evaluate their job readiness and individual needs by checking the applicable response from among a few choices. In conjunction with the EP-2, Form 2777 is the basis for both service level screening and service planning. Only one of the four field sites regularly still conducted a functional literacy test (ABLE) in FY 1993. (Another began using the ABLE in June 1993, but staff were uncertain if this practice would continue.) Staff estimate that the completion of the Job Readiness Appraisal usually takes a half hour during the orientation session. A copy of the form is retained in the client case files kept by both the DHS case manager and the TEC facilitator. Ongoing assessment is conducted by the group case manager during regularly scheduled, hourly meetings during or after the seminars delivered by TEC. Individual contact between the group case manager and participants is limited. Ironically, TEC facilitators who were formerly case managers, report spending *more* time with participants willing to discuss their individual needs and circumstances, than previously when they were recognized as case managers.[52]

Assessment for SL II (and any SL III participants) receiving DHS individual case management is basically unchanged. DHS case managers administer the EP-2 which broadly identifies their education, training, and work experience during orientation. Case managers use the information collected at orientation for a pre-interview summary. During the initial interview, case managers use the summary or a locally developed assessment tool as the basis for the Assessment Summary, which, in turn, is used to develop a service plan with the client. A functional literacy test is usually administered at orientation.

Potential Duplication. The research question implicitly (and accurately) recognizes that participants may receive some form of assessment at several points along the spectrum of activities and services available in the Texas JOBS program. Staff at DHS, the JOBS contractor, JTPA and skills training providers, the Adult Education Cooperatives, and other community agencies all may provide an assessment for a JOBS participant at some time. While the act of assessment itself is repetitious, the purpose of the actual assessments may be complementary, duplicative or unique. No single set of common assessment procedures and instruments has been developed for statewide use that satisfies the needs of the range of clients and providers in the Texas JOBS program. Not only is there a wide range of procedural differences concerning assessment between providers, but there is also a wide range of formal testing instruments used within the JTPA, JOBS and adult education systems.

Although the qualities or abilities being measured during assessment processes vary and the formal testing instruments used are usually different, there is plenty of overlap. JOBS assessments typically identify the participant's education, job skills, work history, family circumstances and support service needs. Most participants have received a functional literacy test, often the TABE or the ABLE, but a variety of instruments are used throughout the state. Participants may be referred to other agencies, such as TRC, MHMR or a community resource, if additional assessments or tests are deemed appropriate.

JOBS participants referred to JTPA will be subject to an assessment following completion of the intake and eligibility certification process. JTPA assessment focuses on the participants' employment goals and barriers, much the same as JOBS, but the formal testing instruments are more geared to workplace literacy and occupational aptitude. Actual assessment procedures and testing instruments vary between SDAs.

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[52] TEC Facilitators at some offices actually *have more time* to spend with clients because of low DHS referral rates. The transition of JOBS contractors in Bexar County has been accompanied by lower-than-expected referrals.

The Adult Education Cooperatives conduct an academic assessment of all new students, following formal and informal procedures and using a wide variety of nationally recognized instruments. These include TABE, ABLE, the Wide Range Achievement Test (WRAT), and the Basic Occupational Literacy Test (BOLT), as well as locally developed instruments such as the Adult Competency Examination (ACE), used for basic literacy and ESL students in Region I Education Service Center (ESC).

There is inherent overlap in all of these assessments. The potential duplication between the JTPA and JOBS assessments is relatively clear. These categorically funded programs are required by federal regulations to provide assessments for eligible participants, a condition partially responsible for inhibiting DHS/JOBS and JTPA from developing a joint assessment procedure or recognizing a common one. The 1992 amendments to JTPA legislation, effective July 1993, require more in-depth assessment for JTPA participants. Responsibility for the primary assessment of JOBS participants rests with DHS as state level administrator of the program. JTPA staff note that DHS case managers, generally lacking access to sophisticated labor market information, have only informal knowledge of labor market conditions. DHS case managers, from the JTPA perspective, are specialists in the field of human services, not employment. Moreover, JTPA is highly sensitive to whether the individual has the aptitude and motivation to benefit from training in a demand occupation. In a sense, JTPA assessment serves as an indirect screening mechanism to conserve and most efficiently use increasingly scarce job training resources. Consequently, JTPA does not accept the JOBS assessment as the basis for entering JTPA training components.

Functional literacy scores from JOBS assessment are regularly shared with JTPA and the Adult Education Cooperatives, but this does not preclude additional testing. Rarely have two, let alone all three entities agreed on the accuracy or utility of a particular literacy screening instrument at the local level. As a result, almost all participants referred for adult education services are subject to additional testing. Collaborative initiatives, for example, adult education classes (sponsored by some combination of resources from DHS, JTPA, TEC, and an Adult Education Cooperative) provide the notable exception to this situation. In FY 1993, one local program partially overcame this redundancy by either waiting for referred participants to be tested in the adult education class or inviting an instructor to test participants at DHS orientation.

Observations. Front-end staff increasingly recognize that the needs and circumstances of a significant portion of JOBS participants lie beyond the reach of the

JOBS program.[53] During the FY 1992 field visits, staff were relatively optimistic about the ability of the JOBS program to address the education, job-related, and support service needs of participants. Reviews of client files revealed that available activities and services conformed to the barriers and needs of participants identified during the primary JOBS assessment process. During the FY 1993 field visits, however, roughly one-third of the DHS case managers and TEC facilitators mentioned that there were clients who were not going to participate or benefit from the program, regardless of the quality of activities and services provided. Psychological and emotional problems, abusive households, crime-ridden neighborhoods, substance abuse, and recurrent illness are among the barriers to preparing for, accepting, and retaining employment that are not addressed in the JOBS assessment.

Multiple overlapping or duplicative assessments are an inefficient use of client time. Individuals will be more prone to become participants, the less they are treated as subjects in yet another assessment process. While provider staff are aware of potential duplication and overlap, little has been done to alleviate the situation. The dual assessments provided by DHS and JTPA are additional "stops" in the client flow. Clients frequently slip into a "black hole" somewhere between agencies based upon referrals in either direction. Such duplications and added "stops" are generally found to be associated with higher dropout rates.[54]

Perhaps the most significant qualitative change in the JOBS assessment is the increasingly limited involvement between DHS case managers and participants in the process. Due to the recent increased emphasis on participation statewide, many JOBS staff are intent on getting participants enrolled in something and maintaining required documentation in the prescribed order in the client file, not in conducting a quality assessment. As JOBS (individual) case managers reduce the intensity of assessment, the providers (especially JTPA) justifiably may become increasingly reluctant to accept DHS JOBS assessment. The net effect is that the assessment within the JOBS network is moving farther away from, rather than closer to a consolidated effort.

A more substantive change in JOBS is the level and intensity of assessment provided to SL I clients. The significance of this change depends on the degree to which SL I clients are actually "job-ready," especially in Texas, a very low-benefit state. Experience from earlier JOBS years indicates that many of these clients are functioning at literacy levels below that which is reported, yet educational deficits of SL I clients are no longer regularly identified in all substate areas.[55] Short-term labor market attachment may be a realistic outcome for SL I participants, but without access to further education or job skills training, many of these participants may only qualify for entry level, minimum-wage jobs. Although labor market attachment may lead to incremental earnings increase, advanced education and training enhance the participants' prospects for attaining self-sufficiency and reduced welfare dependency. This latter option is virtually eliminated in the present assessment and service planning processes.

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[53] Employment and Training Reporter discusses complex client barriers to employment not addressed by JOBS. See Charley (1993).

[54] For further discussion see JTPA Advisory Committee (1989). Also, Article V of SB 642, of the 73rd Texas Legislature addresses these issues by moving Texas closer to the "single point of contact" concept through the development of local Workforce Development Centers.

From a program- or system-oriented approach, a common, mutually recognized assessment at the front-end would streamline delivery and potentially strengthen inter-agency collaboration. Multiple overlapping or duplicative assessments absorb staff time as well as increasingly scarce, collective resources.

Key Findings. Principal findings related to Assessment in the Texas JOBS program are summarized below.

- The Texas JOBS program and partners would benefit from a mutually recognized client assessment.
- The type of assessment that the JOBS participant receives is largely determined by the service level sorting process. SL I assessment procedures are different from those followed for other Service Levels.
- Assessment usually results in the identification of client needs that correlate to the recommended component options in the state design for individuals assigned to a particular service level. In FY 1993, case managers increasingly began to identify needs that fall beyond the scope of the JOBS program.
- For SL I participants, the procedures and intensity of assessment changed as the component options for these more "job-ready" participants narrowed from FY 91-92 to FY 1993 and group case management was introduced.
- There is a high propensity for overlap and duplication of assessment for those JOBS participants who are also served by JTPA.
- Almost all participants referred for education components ultimately are required to take more than one functional literacy test.

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[55] As an indication of low functional literacy levels despite completion of high school, a recent Texas Observer article noted the persistence of social promotion and the segregation of Blacks into "Special Education" classes in East Texas. Countryman (1993).

D. Service Planning

Research Question #2 (Part 2): *Are JOBS employability (service plans) truly individualized? Are efforts being duplicated to any significant degree? Are these plans utilized by case managers (DHS or others) to move clients towards economic self-sufficiency?*

By design, JOBS service plans are action plans mutually developed by participants and case managers to move clients towards self-sufficiency. The individualized plans identify the activities a participant has agreed to complete and the services that will be provided to help her achieve economic self-sufficiency. Though short of an actual contract, the service plans identify the participant responsibilities, anticipated time frames and expected outcomes related to in-program achievements and employment goals. They are signed by both the case manager and the participant.

Service planning is an ongoing process. A service plan may specify an initial activity or a sequence of activities. Actual employment goals identified in service plans (if any) can be variously characterized as preliminary, realistic, ambitious, or flexible. The importance assigned to developing concrete/realistic employment goals varies with the individual case manager. Participants and case managers can change service plans at almost any time in response to any of a number of variables including client's participation in a specific component, availability of components, and changes in the participant's personal circumstances or employment goals.

At least three major factors affect the service planning process in the Texas JOBS program. First, in practice, client sorting largely determines service planning. The basic service planning options differ noticeably between SL I and SL II participants. Second, a series of interdependent factors are considered during the service planning process, and the relative weight of particular factors varies at the case manager/client contact point. Lastly, differences in the service planning process by service level and the factors considered by case managers have changed during the first three years of JOBS.

Client Sorting. Like assessment, service planning is largely determined by the service level sorting process. Service level sorting determines the type of case management and the range of component/activity options initially deemed appropriate for individuals in a particular service level. For example, SL I clients are perceived as more "job-ready" and their service plans generally include Life Skills, Job Preparation, Job Search Training and Individual Job Search. As discussed later in this chapter, the majority of SL I participants who are actually enrolled in activity components receive some combination of these treatments. SL II participants by definition lack a high school diploma or GED, as well as recent work history. GED attainment is the preferred activity for most SL II clients, a prescription reflected in the service plans. Not surprisingly, as identified below, GED alone is the most common activity for SLII participants (18 percent) and 37 percent of all SL II participants were enrolled in GED classes during the first 23 months of JOBS.

The initial sort is a tool that helps to rationalize service delivery by providing a means to estimate and plan service delivery based upon some measure of overall client needs. However, the service level sorting process generated through GWS automation at eligibility certification provides only a gross and often inaccurate measure of individual client needs, abilities and circumstances. Subsequent service level screening, usually at orientation, either confirms or abrogates the initial service level status. Once their service level has been confirmed, clients proceed in a service delivery track which follows from their service level.

Interdependent Factors. Within the service level tracks, actual service plans are influenced by assessment results, case manager judgment, client choice, federally-established participation requirements, availability of components and services, and employment goals. Case manager judgment is perhaps the most critical factor because it is primarily the case manager who directs the service planning process.

The level of influence that client choice has in the service planning process is controlled by the case manager. Whether the initial activity is a design-recommended or participant-selected option depends largely on the case manager's judgment. Case managers may allow more client influence in the initial activity in order to increase client "buy-in" to the program or to let them "explore" their chosen path, before steering them back to the case manager's recommended track. As a result, some participants may follow a sequence of activities that closely conforms to the Texas participant flow model, whereas others may follow a more individualized pattern.[56]

The case manager's immediate objective is to get the client participating actively and regularly in a component scheduled for at least twenty hours a week in order to meet the federal participation requirement. Service plans are designed and modified to maximize participation hours, but again the relative emphasis on participation hours has varied between case managers and across program years.

The immediate availability of components and services also influences service planning. Case managers strive to get the participant enrolled in a component and begin participating as soon after assessment and service planning as possible. Clients who require child care cannot participate if none is available. Survival Skills seminars, frequently recommended as an initial activity for SL II clients, may not be scheduled at the time an individual is prepared to begin participation. Adult education classes may already be fully enrolled or temporarily discontinued. Job skills training opportunities through JTPA may not be available for those individuals ready to enter training. When informed of problems with component availability, case managers may choose to bypass or delete such an option from a participant's service plan altogether.

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[56] For the almost 20,000 participants in the 6-cohort JOBS sample drawn for this evaluation, there were hundreds of different sequences for JOBS participants.

The emphasis on *employment as a goal of JOBS participation* is communicated to clients at multiple stages throughout the program. *Specific employment goals* are an important, but less emphasized factor in the initial service planning process. As alluded to earlier, employment goals may be changed or refined. Many clients with weak work histories and few job skills do not have a solid grip or knowledge of promising employment prospects at the beginning of their participation in JOBS. In-program experiences may provide a basis for making a more informed decision. On the other hand, participants with more labor market contact may already know the employment fields they are prepared for or would like to prepare for.

Changes in Service Planning. Significant changes were made in service planning for SL I participants in FY 1993. These changes include an abbreviation of service planning and the limiting of component options that accompanied the start of DHS group case management and statewide delivery of job readiness core components by TEC as the sole JOBS contractor.

Service planning was conducted on an individual basis coincident with the assessment interview for all clients during FY 1991 and FY 1992. JOBS contractor case managers conducted service planning for SL I participants, while DHS individual case managers conducted service planning for SL II participants. Although most service plans identified recommended components based on client sorting, individualized assessment and service planning allowed greater case manager flexibility. Service plans developed by the JOBS contractor case managers recommended education or training components, as well as standard job readiness components, for SL I participants. Service plans developed by DHS case managers included job readiness and job search components for those prepared to enter the labor market, as well as survival skills and adult education—components more typically recommended for SL II participants.

In FY 1993, education and job skills training were, for the most part, no longer an option for SL I participants. SL I clients were more emphatically considered as job-ready participants for whom participation in TEC seminars was adequate treatment for entry to and retention of employment. Part of the increased perception of client job-readiness was driven by the program's need to serve more participants to meet the federal participation rate with reduced funds. A high degree of pre-determined client flow was consolidated in the statewide contract and reflected in the Local Operating Plans (LOPs) that specified levels of service delivery at each TEC office. Although the interaction between group case managers and TEC facilitators was designed to allow staff to mutually identify participants in need of additional training and education, in practice, once a client had been screened and deemed appropriate for enrollment in TEC components, there was little opportunity for case managers to consider and act on recommendations for other component options.

The service planning procedures for SL I clients were abbreviated in FY 1993. DHS group case mangers complete the service plan (Form 2778) with clients at group orientation, rather than during the initial interview as was the practice among Jobs Contractor staff in FY 1992. Commonly, DHS case managers now have TEC component activities typed in Form 2778 in advance. Alternatively, some clients complete the service form by copying the components onto it as directed by the case manager. A few case managers have clients fill in only the dates of group sessions that will be led by the case manager at regularly scheduled intervals during the TEC seminars. Both the participant and the group case manager sign and retain copies of what are still referred to as "jointly developed service plans."

A similar process is almost immediately repeated using TEC's abbreviated Employability Development Plan (EDP-1), a one-page sheet entitled "Making a Job Choice." The EDP-1 identifies the specific components and scheduled hours of the core seminars. Signed and dated copies of these forms are retained by the group case manager, the TEC facilitator and the participant. Most local staff—DHS and TEC alike—consider completion of two, nearly identical service plans unnecessary.

During the service planning process for SL I participants, the role of the group case manager is not complicated by the need to balance a variety of interdependent factors. Outreach, orientation, assessment, and service planning are orchestrated by the frequency and number of participants needed to fully enroll TEC components. A major objective is for DHS and TEC to coordinate participant flow so that TEC can fulfill its contractual obligations identified in the LOP and DHS can attain the required level of participation. It is expected that the quality of the seminars and services will enable these more job-ready clients to enter and retain employment that will start them on the path towards self-sufficiency and that this will occur in sufficient numbers for TEC to achieve the targeted employment entry rate.

Ostensibly, assessment (based on the EP-2 and Form 2777) is a factor in service planning. Work history, prior training and education may be nominally reviewed.

Whether or not a participant has previously completed job readiness, job search, or survival/life skills is an important consideration in the service planning process. Generally, if a client has completed any of these components during the previous year, she will be excused from that component, if repetition is deemed inappropriate.[57]

DHS individual case managers continue to develop FY 1993 service plans for SL II clients on an individual basis during the initial interview, using the statewide form (Form 2704). For these clients the process remains basically unchanged. However, some individual case managers are beginning to react to pressures external to the client/case manager relationship. Increased caseloads, closer scrutiny of documentation, caseload performance standards, and case manager evaluations (Form 4040s) tend to reduce the time available for participant interaction. Increased emphasis on participation, the main driver of program activity, has had a large effect on service planning. A number of case managers have become increasingly concerned about scheduling an activity—*any* activity that satisfies the participation requirement—rather than developing a realistic and helpful participant service plan.

Duplication. As in assessment, the propensity for duplication exists in service planning for those participants referred to local PICs under JTPA for job skills training. The dual service plans developed by TEC and DHS for SL I clients is another example of duplication.

Movement towards Economic Self-sufficiency. Service plans are used to help clients increase their prospects for attaining economic self-sufficiency. Economic self-sufficiency is a realistic outcome expectation for JOBS, only to the extent that well-paying jobs are readily available for low-skilled and poorly educated workers in general. Income levels necessary to provide for the economic needs of their families without some form of public assistance is a highly unlikely short or mid-term outcome for most JOBS participants. The majority of participants require access to intensive, long-term education and training components and support services in order to secure jobs that increase their earnings potential. Given the current and projected resource constraints and the emphasis on maximizing participation hours, this outcome is increasingly unlikely.

JOBS case managers and TEC facilitators appear to have developed a more realistic approach to the concept of client self-sufficiency. Staff now tend to distinguish between "economic self-sufficiency," which is seen as a very long-term goal for JOBS participants, and an increase in "individual self-sufficiency," which encompasses more immediate (though less tangible) outcomes such as increased decision-making capacity, self-esteem and motivation. These non-monetary outcomes can be achieved through components and incremental accomplishments within the participant's reach in the Texas JOBS program. Given the structural changes in the economy and the types of employment openings being created, the promise of a job that will enable a family to become self-sufficient cannot be made to most participants. For the typical family of three, such a job would need to pay somewhere between $7.50 and $9.00 per hour and provide access to paid health benefits. Such a result is unlikely for most SL I or IIs in the near term.[58]

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[57] TEC cannot receive a second payment for someone who has already completed a component during the same contract year.

At the same time, case managers increasingly recognize that many participants have needs and barriers that are not and cannot be addressed in the JOBS program. Psychological and emotional barriers, chemical dependency, abusive relationships, and crime-ridden neighborhoods are among these.

For SL I participants, it is expected that participation in the TEC seminars and receipt of support services will enable these more job-ready clients to enter and retain employment that *will start them on the path* toward self-sufficiency. It is hoped that labor force attachment (in just about any position and at just about any wage) will lead to incremental advances. Earning potential and job opportunities will grow with experience. More immediately, Life Skills, Job Preparation and Job Search Skills seminars provide participants with enhanced decision-making capacity and increased employability.

The weakness of this strategy in the current JOBS design is that all SL I participants are not equally "job-ready." Staff recognize a wide range of employability among participants assigned to this group. By limiting the component options, as a result of resource scarcity and participation emphasis, deeper education and workplace skills deficits of many participants are not being adequately identified or addressed. While the "treatment" provided may prove beneficial for some, it may well be fruitless for many others, especially for those "recycled" clients who have already participated in the job-readiness components. Researchers and program staff alike recognize that mere possession of a high school diploma or recent work experience in a low-wage job does not guarantee that a young mother has the academic or job skills needed to become "job-ready" in six months on average. The net effect is that time, energy, and resources are not being effectively used.

SL II clients have greater service plan options for activities that can enhance their capacity for economic self-sufficiency. All of these clients lack a high school diploma or GED. Roughly half of the participants in this service level address this educational deficit through some combination of adult education components. GED attainment combined with survival skills training is broadly perceived as a starting point. Both help to build a sense of accomplishment and improve self-esteem that is evident to providers and case managers. These "successes" contribute to their capacity for ultimately attaining self-sufficiency. When followed by enrollment in job skills training or postsecondary education, these participants may be well-prepared to escape poverty eventually. Realistically their prospects must be considered in light of the limitations of the JOBS program mentioned earlier, specifically the two-year limit on support services, declining resources for job skills training and limited access to postsecondary education.

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[58] For a brief profile of welfare and self-sufficiency issues see Center for the Study of Human Resources, *Economic Self-sufficiency for AFDC Families*, (1993a).

Key Findings. Key findings concerning service planning are summarized below.

- Service plans for JOBS participants are individualized to the extent permitted by client sorting into service levels which determines the type of case management and the range of component/activity options initially deemed appropriate for individuals in a particular service level.
- Within the service level tracks, actual service plans are tempered by a series of interdependent factors, including assessment results, case manager judgment, client choice, federally-established participation requirements, availability of components and services, and employment goals. Case manager judgment is perhaps the most critical factor because case managers direct the service planning process in which these factors interact in.
- Service plans tend to be duplicated when the JOBS and JTPA systems intersect, and to a lesser extent (in FY 1993) for SL I participants who are referred to TEC for services under the JOBS contracts.
- Service plans are designed to help clients make incremental advances that improve their prospects for attaining economic self-sufficiency, which is a long-term goal for most JOBS participants.

E. Referrals and Enrollment

Research Question #3: *On what basis is the decision made to refer a JOBS participant from DHS to specific program deliverers? Do SL I referrals return to DHS case management after not being accepted by or not showing up for contractor services?*

This section discusses the referral processes and enrollment patterns of the Texas JOBS program. Additionally, several flow patterns for SL I participants who do not participate in activity components provided by the JOBS contractor are identified.[59] As with service planning, referral practices are heavily influenced by the client sorting process, dependent upon several interdependent factors, and have changed during the first three years of JOBS operations in Texas for SL I participants. Although the sequencing of components varies, participants are generally enrolled in components anticipated by the state JOBS model.

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[59] Originally the evaluation was charged with quantitative analysis of referrals. However, since JOBS was implemented in October, 1990, DHS no longer collects or reports referral information. As a result, parts of research quest #3 have changed from their original formulation.

Client Sorting and Referrals. Basic referral patterns for the Texas JOBS program are identified in the state model. These patterns are largely determined by the service level sorting process. Service levels broadly define the range of components considered necessary to prepare participants to enter and retain employment. SL I participants are regularly referred and enrolled in the activity components provided by the JOBS contractor, with occasional enrollments in education or training components. The following basic sequence of referrals for most SL I participants is occasionally supplemented by enrollment in education or job training components.

- Job Readiness Seminars (Life Skills, Job Preparation, and Job Search Training/Group Job Search)
- Individual Job Search

SL II participants, who in accord with the sorting criteria have more profound education and work skills deficits, by design are to be referred and enrolled in the following sequence of components, after completion of which they may be referred to contracted employment services:

- Survival Skills Training
- Adult Education
- Job Skills Training

Interdependent Factors. Case managers are directly responsible for referrals to services. Case managers select among referral options depending on service level assignment and other factors, including:

- Assessment and service planning results
- Case manager judgment
- Participant choice
- Component availability
- Participation hours
- Service delivery site location and transportation

Assessment and service planning processes are the documented basis for referrals. Client needs and activity options identified during the assessment and service planning stages are followed by referrals. Case manager judgment determines the appropriate options and the degree of participant choice to be integrated into the service plan and subsequent referral process. Resource availability is crucial; case managers will not make referrals to a component unless there is relative certainty that slots are currently available to serve the participant. Participation hours requirements appear to be equally important in the referral process. Case managers strive to enroll participants in components that meet at least twenty hours per week. As mentioned in the previous sections, case managers are increasingly concerned about the number of clients in their caseload who make a positive contribution to attainment of the federal participation rate. Lastly, clients and case managers recognize the need for adequate transportation to get clients to and from the service delivery site: the JOBS participants sample drawn for the evaluation indicated that nearly two thirds of SL I (65 percent) and almost three fifths (57 percent) of SL II participants received JOBS transportation assistance.[60] Sites conveniently located are generally the first to be fully enrolled. All of these factors play some part in the referral process.

Once the participant has completed the initial component(s) identified in the service plan (or, in some cases, when the assigned activity proved inappropriate for the participant), case manager/facilitator discretion determines referrals to additional components.

Enrollment Patterns. The Family Support Act, federal regulations, Texas policy and program design create clear expectations concerning broad patterns of JOBS program participation for SL I and II participants. First, all participants should be assessed before referral and enrollment in the activities and services appropriate to their service level designation. Second, given participants' needs and those of local labor markets, as well as the various component options available for JOBS in Texas, most participants, regardless of their service level, should enroll in several components before they have completed their program stay. And, finally, certain activity sequences are likely to show up more often depending on the participant's service level. The following paragraphs and tables explore the actual participation patterns during the first two years of JOBS in Texas in relation to these expectations. Table 3.5, which presents broad enrollment patterns, is complemented by Tables 3.6 and 3.7 which identify the ten most common enrollment patterns for each service level.

SL I participants were expected to enroll primarily in sequences involving combinations of Life Skills, Job Preparation, Job Search Skills Training and Individual Job Search, as well as modest amounts of education or job skills training. As Table 3.5 indicates, the participation of a significant proportion of SL I clients (35 percent) was limited to "Assessment only." Of those participants who advanced beyond assessment, 70 percent of were subsequently enrolled in at least two components.

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[60] Appendix A, p. A18.

Table 3.5
Broad JOBS Components Enrollment Patterns,
by Service Level, Statewide

	Service Level 1		Service Level 2	
	Number	Percent	Number	Percent
Participants in Assessment only	15,153	35%	14,131	38%
Of participants in JOBS beyond Assessment:	28,697	100%	22,992	100%
Participants in one component only	8,650	30%	10,204	44%
Participants in more than one component	20,047	70%	12,788	56%

Source: FYs 1991-92, Texas JOBS file. Based on unduplicated participant counts.

A large proportion of SL I participants were enrolled in one or more of the recommended components during the first 23 months of JOBS: 36 percent had actual hours reported in Survival/Life Skills; 38 percent had hours reported in Job Preparation; 28 percent had hours reported in Job Search Training; and 27 percent had hours reported in Individual Job Search.[61]

Several combinations of these components are among the most common patterns of participation for SL I clients (Table 3.6). Enrollments in Self-Initiated Training and Education (4 percent each) and Postsecondary Education (2 percent) are also significant. The suggested basic sequence is not among these. The ten most common patterns account collectively for only 38 percent of all SL I participants, indicating a great deal of variety in enrollment patterns.

SL II participants were expected to enroll in Survival Skills, the various education-related components and Job Skills Training, followed by referral and enrollment in components provided by the JOBS contractor. As Table 3.5 indicates, participation for a large proportion of SL II clients (38 percent) was also limited to "Assessment only." Of those participants who proceeded beyond assessment, a larger proportion (44 percent compared to 30 percent for SL I participants) limited participation to one component only, and a smaller proportion (56 percent compared to 70 percent for SL I participants) were subsequently enrolled in at least two components.

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[61] See Appendix A, p. A-2.

Table 3.6
Ten Most Common Patterns of JOBS Participation
SL I
Statewide

Components (in order of receipt)	Number	Percent of all Participants
Survival/Life Skills	1,594	6%
Self-Initiated Training	1,339	5%
Job Readiness/Job Preparation Job Search Skills Training Survival/Life Skills Individual Job Search	1,329	5%
Job Readiness/Job Preparation Job Search Skills Training Survival/Life Skills	1,325	5%
Job Placement/Entered Employment	1,280	4%
Self-Initiated Education	1,098	4%
Job Readiness/Job Preparation Survival/Life Skills	878	3%
Job Readiness/Job Preparation	854	3%
Job Readiness/Job Preparation Individual Job Search	583	2%
Postsecondary Education	561	2%
Top Ten, Total	10,841	38%

Source: FYs 1991-92, Texas JOBS file. Based on unduplicated participant counts.

During the first 23 months of JOBS, 37 percent of all SL II participants had hours reported in the adult secondary/GED component, 9 percent were enrolled in the Adult Basic/Remedial component, 25 percent had hours reported in the Survival/Life Skills component; and 9 percent had hours reported in Job Skills Training. Almost 10 percent received employment-related services from the JOBS contractor.[62]

Except for adult education and Survival/Life skills components, the anticipated components for SL II participants were not strongly represented among the ten most common patterns found in Table 3.7. These patterns, which account for 52 percent of all participants who continued beyond assessment, suggest that SL II participants are not commonly enrolled in Job Skills Training after attaining a GED nor is there a regular, identified pattern of components associated with enrollment in job readiness and job search components. Like SL I patterns, there is apparently a broad variety in enrollment patterns. Not surprisingly, 28 percent of all SL II clients participated in the Adult Secondary/GED component alone or in combination with Survival/Life Skills.

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[62] See Appendix A, p. A-3.

Table 3.7
Ten Most Common Patterns of JOBS Participation
SL II
Statewide

Components (in order of receipt)	Number	Percent of all Participants
GED	4,080	18%
High School	1,371	6%
Survival/Life Skills	1,300	6%
GED Survival/Life Skills	1,109	5%
Job Placement/Entered Employment	1,068	5%
Survival/Life Skills GED	1,036	5%
Basic/Remedial Education	641	3%
Self-Initiated Training	635	3%
GED Job Placement/Entered Employment	538	2%
Individual Job Search	282	1%
Top Ten, Total	12,060	52%

Source: FYs 1991-92, Texas JOBS file. Based on unduplicated participant counts.

For neither SL I nor SL II participants are the exact sequences anticipated in the Texas JOBS program design found among the ten most common patterns. However, it is evident that participants receive the component activities identified in the state model as appropriate for their Service Level, but not in the suggested sequence. Several explanations for the divergence from the anticipated sequence were apparent during the field research. Many SL I clients fade before ever reaching the first seminar (Life Skills) or arrive for this scheduled activity too late in the component to beneficially participate. These participants are commonly rescheduled for Life Skills and begin participation with Job Preparation. Declining rates of participation in these job readiness components is a result of normal attrition; clients do not complete the sequence for any number of reasons, from non-compliance situations to successful employment entries. Participants are encouraged to look for and accept employment during all phases of JOBS contractor service delivery.[63]

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[63] One problem with the Local Operating Plans is that they assume a steady number of participants through the core seminars into job search and do not factor employment entries or withdrawals for other acceptable reasons.

For most SL II participants, the divergence from the standard sequencing is explained by the fact that Survival Skills Training is not available in all substate areas or may not be available frequently enough to schedule all new participants in areas where this training is provided. As the first report for this evaluation noted, participants were commonly withdrawn from adult education classes by their case managers to participate in Survival Skills Training when classes became available.[64] As previously mentioned, Job Skills Training opportunities are in short supply. Moreover, many participants reportedly prefer to enter the labor market after completing an educational component.

Changes in Referral Processes. Changes in referral practices occurred with the introduction of statewide delivery of JOBS contractor services by TEC and group case management for SL I participants. For SL I participants in FYs 1991-92, JOBS contractor case managers regularly enrolled participants in the core components and were able to independently ascertain if referral to additional education or job skills training would benefit the participant. Referral to non-contractor components might precede, accompany or follow standard core component sequencing. Participants enrolled in long-term education or training were typically referred to DHS for case management.

For FY 1993, participants were referred by the DHS group case manager to TEC for enrollment in core services following orientation and service planning. The decision to refer to additional components was made by the DHS group case manager with input from the TEC facilitator. In practice, referrals to additional components were rare according to field staff.

For SL II participants, DHS individual case managers have consistently been responsible for client referrals to initial and additional components during the first three years of JOBS in Texas. Upon completion of their initial component(s), participants may be referred to the JOBS contractor for Job Readiness and Job Search activities. In such cases, DHS case managers used the standard referral form (Form 2582) and retained case management responsibilities. Reportedly, the rate of such referrals was generally reduced in FY 1993.

SL I Scenarios. Several specific scenarios for SL I participants have been identified in response to the last portion of this research question. SL I participants for whom JOBS contractor services are deemed inappropriate (given the participant's current level of "job-readiness" or other events, e.g., participation in self-initiated education or training) or who do not comply with participation requirements generate different flow patterns. These patterns varied slightly between FYs 1991-92 and FY 1993, again conditioned by statewide changes in JOBS contractor service delivery.

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[64] King et al. (1993).

In FYs 1991-92, the JOBS contractor staff had a broader range of duties, including responsibility for outreach, case management, assessment, service planning, referral, and enrollment. JOBS contractor staff issued recommendations for sanctions for non-exempt clients who failed to respond to two outreach notices.[65] Among those who did respond to outreach, several factors may have precluded their participation in contractor-provided components. Clients could be:

- *Exempt volunteers or exempt non-volunteers who did not wish to participate.* These clients were dismissed and could not volunteer to participate for a three month period. They were subject to a subsequent outreach in six months.
- *Previously non-exempt clients who currently claimed an exemption.* In instances where exemption claims were valid, changes of exemption notices were sent by contractor staff to DHS eligibility workers. Clients again might be subject to outreach in six months.
- *Non-exempt clients who claimed good cause for non-participation.* In instances where good cause for non-participation was validated by the contractor case manager, a "good cause" end date was determined. The case manager was responsible for resuming JOBS activity with the client at the end of this period unless the case was closed.
- *Clients enrolled in self-initiated education or training.* If the contractor case manager determined that the education or training activity was appropriate for JOBS and the activity was to be completed within a four to six month period, contractor staff provided case management. Individuals in long-term education or training were referred to DHS for case management services.
- *Clients who were incorrectly assigned to SL I status.* At orientation, incorrectly categorized SL I clients were identified and referred back to DHS for service level change and appropriate services. Generally, these participants were subject to subsequent DHS outreach as SL II participants.

Contractor case managers regularly sent recommendations for sanctions to DHS eligibility staff for participants who were referred and enrolled in contractor-provided components, but who failed to attend scheduled sessions and were consequently in non-compliance.

In FY 1993, the role of the TEC facilitator in these functions decreased as greater responsibility was shifted to DHS case managers and staff. DHS staff became responsible for outreach and group case management. Failure to respond to outreach resulted in a sanctions recommendation (Form 2581) being sent to DHS eligibility by the

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[65] The outreach lists provided to JOBS contractors in FY 1992 were notoriously flawed, containing individuals who were no longer receiving AFDC and faulty addresses, among other errors.

DHS group case manager (rather than the contractor case manager as in the previous two years). Similar shifts in tasks were apparent for the five situations presented above.

- *Exempt volunteers or exempt non-volunteers who did not wish to participate.* These clients were dismissed by the group case manager and could not volunteer to participate for a three-month period. "Recycling" for subsequent outreach was shortened from six- to three-months.

- *Previously non-exempt clients who currently claimed an exemption.* In instances where exemption claims were validated by the group case manager, changes of exemption notices were sent by DHS staff to DHS eligibility workers. Clients might be subject to outreach again in three months.

- *Non-exempt clients who claimed good cause for non-participation.* In instances where good cause for non-participation was validated by the group case manager, a good cause end date was determined The case manager held the case in "suspense" and was responsible for resuming JOBS activity with the client at the end of this period unless the case was closed.

- *Clients enrolled in self-initiated education or training.* If the DHS group case manager determined that the education or training activity was appropriate for JOBS, DHS staff generally assigned the case to a locally designated case manager. A follow-up interview with a DHS individual case manager was generally scheduled shortly after orientation. (In some instances, group case managers retained the case, possibly to enhance the proportion of their caseload that contributed positively to the federal participation rate.)

- *Clients who were incorrectly assigned to SL I status.* At orientation, incorrectly categorized SL I clients and clients for whom participation in TEC components was deemed inappropriate were identified. Generally, these clients were dismissed and these participants were subject to subsequent DHS outreach for SL II participants. In some instances these clients were directly referred to a DHS individual case manager.

Key Findings. Key findings concerning referral and enrollment are summarized below.

- Basic referral patterns for the Texas JOBS program are identified in the state model and are largely determined by the service level sorting process. Service levels broadly define the range of components considered necessary to prepare participants to enter and retain employment.

- Within the service level tracks, case managers make referrals based on several factors, including assessment and service planning results, case manager judgment, client choice, component availability, participation hours, site location, and transportation.

- The majority of JOBS participants (for whom participation hours other than Assessment only have been recorded) enrolled in more than one component during the first two years of JOBS in Texas: 70 percent and 56 percent for SL I and II participants, respectively.

- The basic suggested sequence of components for SL I and SL II participants were not among the top ten participation patterns identified. Rather, there was a high degree of variation in component sequencing for both SL I and II participants.

- Many SL I participants received some combination of Life Skills, Job Preparation, Job Search Skills Training, and Individual Job Search. Enrollments in education and training components were also common.
- SL II participants were regularly enrolled in Adult Education components and Survival Skills Training. Job Skills Training or employment-related components provided by the JOBS contractor are not found among the ten most common participation patterns.
- With the introduction of statewide delivery of JOBS contractor services by TEC and group case management for SL I participants in FY 1993, referral practices changed from the previous two years. Reportedly, referrals of SL I participants to education or training components and referrals of SL II participants to the JOBS contractor for employment services are less common than previously.

IV. Activities and Services in the Texas JOBS Program

Research Question #4: *How well are JOBS participants being served? What activities and services are they receiving from participating agencies and programs? Are efforts being duplicated to any significant degree? How long are participants staying in program components? Are the activities and services provided appropriate for both their needs and the requirements of their local labor markets?*

The Texas JOBS program has provided a range of component activities and support services designed to address the needs of participants and to help them increase their capacity for achieving independence from public assistance. In response to the preceding questions, this section examines these activities and services. For each, a brief description and analysis that identifies providers, discusses pertinent issues, and presents relevant participation data, is contained in the following pages. An analysis of the time participants have spent in the JOBS program and components during the first two years of implementation is found in the latter portion of this section. The presentation relies on data collected for the impact study and information gathered during the field visits, including program documentation and interview results. The time frame for most of the discussion is the first two years of the JOBS program in Texas.

A. JOBS Components and Support Services.

Review of Activities, Services and Participation. Activities, support services and participation have been introduced in earlier sections of this report. Table 4.1 summarizes the main activities and services typically available to Texas JOBS participants, as well as the primary and secondary providers.[66] The list of activities and services is slightly more extensive than the JOBS components tracked by DHS for participation purposes statewide.[67] The expanded list permits more complete identification of activities and services rendered—for example, Job Development and Job Placement, as well as supportive services—that are not evident from the standard reporting format. Column three in the table presents the type of funding available. "R" denotes those activities reimbursable from state and federal JOBS monies and "NR" indicates those activities that are not reimbursable from JOBS sources. Column four notes the component code under which participation was tracked for reporting purposes. It should be noted that Voluntary Work Experience and ESL were without component codes for reporting purposes until FY 1993 and that actual participation in specific components may be reported with different reporting codes.

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[66] JOBS activities identified in the FSA and Texas choices are discussed in Section II of this report.

[67] Although Employment Entry is tracked for participation hours, it is excluded from the list because it is more of a result than an actual activity component provided by the JOBS program.

Table 4.1 Activities and Services in the Texas JOBS Program. FY 1993 *

	Primary Providers	Secondary Providers	Component Code	Type of Funding	Comments
EDUCATION					
Adult Education					
ESL	Co-ops		16	R/NR	Co-ops provide ESL with AFDC/JOBS funds in a few substate areas. Normally, ESL is provided through regular adult ed. and local literacy groups.
		Community Resources		NR	
Basic Literacy	Co-ops		04	NR	Clients requiring basic literacy are SL-III's who, due to staff and resource shortages, are not usually JOBS participants. Classes available through regular adult ed. and community literacy groups.
		Community Resources		NR	
Adult Basic Education	Co-ops		04	R	Normally, open entry/exit ABE/GED classes for AFDC/JOBS clients offered by Co-ops. Significant level of collaborative effort in some substate areas involving some combination of Co-ops, JTPA, and DHS.
		Community Resources		NR	
Adult Secondary Ed. /GED	Co-ops JTPA	Community Resources	03, 06	R NR	Computer enhanced curricula and year-round classes not uniformly available in all substate areas.
Secondary Education					
Academic and Vocational	Local ISD's	-	02	NR	Local high schools are primary providers. DHS may work directly with local Communities in Schools (CIS) programs.
Postsecondary Education					
Vocational	Community Colleges	TSTC	05, 06, 11	NR	Pell grants and Perkins loans facilitate postsecondary enrollments. "Gateway" programs could enhance entry and success rate.
Academic	Community Colleges	Colleges and Universities	05, 06	NR	JTPA frequently provides training on an individual contract basis through community colleges and TSTC.

Table 4.1 Continued

JOB READINESS					
Survival/ Life Skills Training	TEC DHS	JTPA	12	R NR	TEC provides 40 hours of Life Skills Training as one of "core seminars." DHS does not regularly provide SST in all substate areas. Co-ops and TEA have trained facilitators.
Job Preparation	TEC	-	07	R	TEC provides 40 hours of job preparation as one of "core seminars."
Job Search Training	TEC	JTPA	10	R NR	TEC provides 20 hours of job search training as one of "core seminars."
JOB SEARCH					
Individual Job Search	TEC	DHS	09	R	TEC conducts individual job search; participants complete 160 hours of job search (10 employer contacts per week for 8 weeks). DHS case managers conduct IJS in some cases.
Group Job Search	TEC	JTPA	10	R NR	TEC reports Job Search Training as Group Job Search.
JOB SKILLS TRAINING					
Classroom Training ./ Occupational	JTPA	Proprietary Schools	08, 11	NR	JTPA is the major provider of job skills training. JOBS participants also enroll in proprietary schools at own expense.
Customized Training	-	JTPA	08, 11	NR	Customized training through JTPA prepares clients for available jobs. Significant in one study site.
Non-Traditional Training	-	JTPA	08, 11	NR	Non-traditional training significant at one study site.
On-the-Job Training	JTPA	TEC	13	NR	OJT is on the decline. No significant activity reported in study sites.

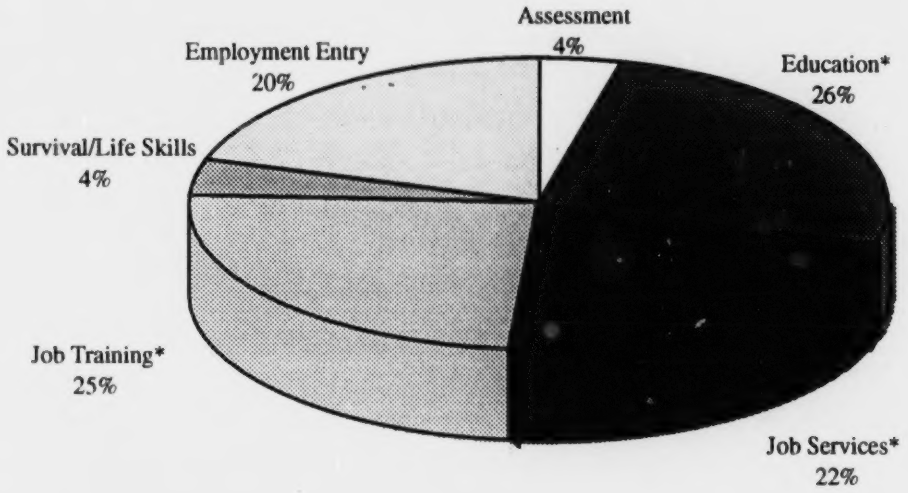
Table 4.1 Continued

WORK EXPERIENCE					
Subsidized	-	JTPA	-	NR	Primarily JTPA Youth programs.
Voluntary	DHS	TEC	15	R NR	DHS actively pursues voluntary work experience for JOBS clients; TEC does so to a lesser degree. Assignment to this activity component is increasing.
EMPLOYMENT SERVICES					
Job Development	TEC	JTPA	-	NR	Job development is ancillary TEC activity pursued to varying degrees by facilitators.
Job Placement	TEC	JTPA	-	NR	Job placement assistance is available, but constrained by other facilitator duties.
SUPPORT SERVICES					JTPA may also provide support services.
Child Care	CCMS (DHS/TEC)	JTPA	-	R NR	Delivery of JOBS child care constrained by funding. Through 6/93, both TEC and DHS staff authorized child care; responsibility now rests with DHS case managers.
Transportation	TEC/DHS	JTPA	-	R NR	TEC facilitators manages payments (usually cash) to SL-I clients called-in for TEC services. DHS case mangers manage transportation assistance (bus tokens or warrants)for SL-II clients.
Work Related Expenses	DHS/TEC	JTPA	-	R NR	TEC or DHS staff may arrange one-time work-related payments up to $65 per year, but rarely do so.
Transitional Child Care and Medical Assistance	CCMS DHS	-	-	R	All JOBS participants and AFDC recipients who are denied benefits due to increased income from employment are entitled to receive up to one full year of transitional benefits.

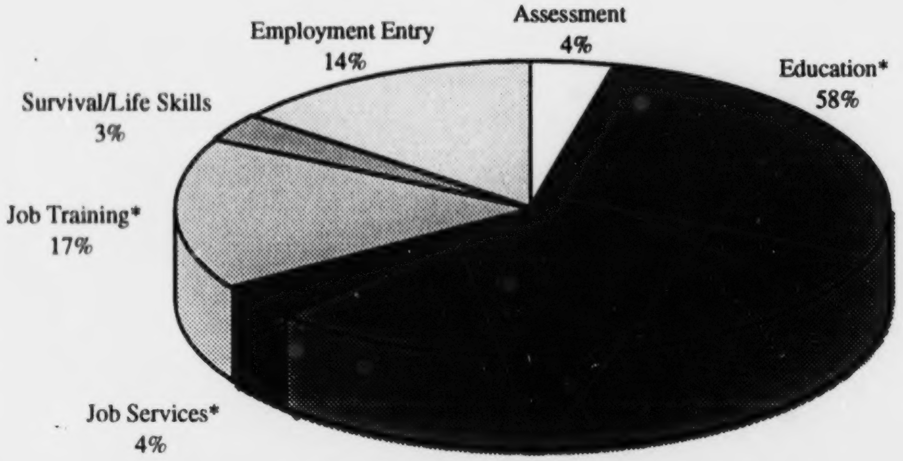
* Primary providers refers to JOBS partner agencies which provide activities and services to participants. Secondary providers serve participant less frequently.

Figure 4.1
Distribution of JOBS Participation Hours, By Component Activities
October 1990—August 1992
AFDC Basic Statewide

Service Level I



Service Level II



* Education=High School, GED, Basic/Remedial, Post-Secondary, and Self-Initiated Education
Job Services=Job Preparation/Readiness, Job Search Skills Training/Group Job Search, and Individual Job Search
Job Training=Job Skills Training, Self-Initiated Training and OJT

Source: JOBS Data System

The distribution of reported hours of participation in the Texas JOBS program indicates similarities and differences among activities received by Service Level I and II participants. The relative participation share attributed to individual and grouped activity components are revealed in Figure 4.1. More than a quarter of all participation hours for SL I clients and nearly three-fifths for SL II across the first 23 months of JOBS in Texas were reported in Education components. As a group, Job Training components accounted for a sizable amount of SL I and II participation (25 percent and 17 percent, respectively). SL I participants had a significantly stronger representation in Job Services (almost exclusively provided by the JOBS contractor), compared with SL II participants (22 percent to 4 percent). Assessment and Survival/Life Skills shares were approximately equal. Employment Entry contributed a notable share of reported participation hours for both service levels and was slightly higher for SL I participants (at 20 percent) than for SL II participants (at 14 percent).

Education. The Texas JOBS program strongly emphasizes education to address the basic skills deficits exhibited by many AFDC recipients. The share of total SL I participants reported in one of the five education components tracked for participation over the first 23 months of JOBS in Texas was 23 percent. Not surprisingly, SL II participants enrolled in education at a far higher rate than did SL Is. The share of total SL II participants reported in one of the five education components tracked for participation over the initial 23 month period was 61 percent.[68] Figure 4.2 reveals the significant proportion of total JOBS participation hours attributable to education components for SL I and II participants in each of the first seven quarters of JOBS in Texas.

Adult Education. Adult Education Cooperatives provide the majority of instruction for JOBS participants. Local JTPA programs and, to a lesser degree, other community organizations, have also provided instruction.

Cooperatives offer basic literacy, ESL, adult basic education (ABE), and adult secondary education/GED classes. SL II participants who lack a high school diploma or GED have been regularly referred to open-entry/open-exit ABE (grade levels 6.0 through 8.9) and Adult Secondary/GED (grade levels 9.0 through 12.9) classes that are offered at various sites by the Cooperatives.[69] JOBS adult education students generally receive at least twenty hours of instruction per week in these classes. Those functioning below the 6th grade level may enroll in Basic Literacy classes at other instructional units operated by the Cooperatives or local literacy providers that normally offer instruction four-to-six

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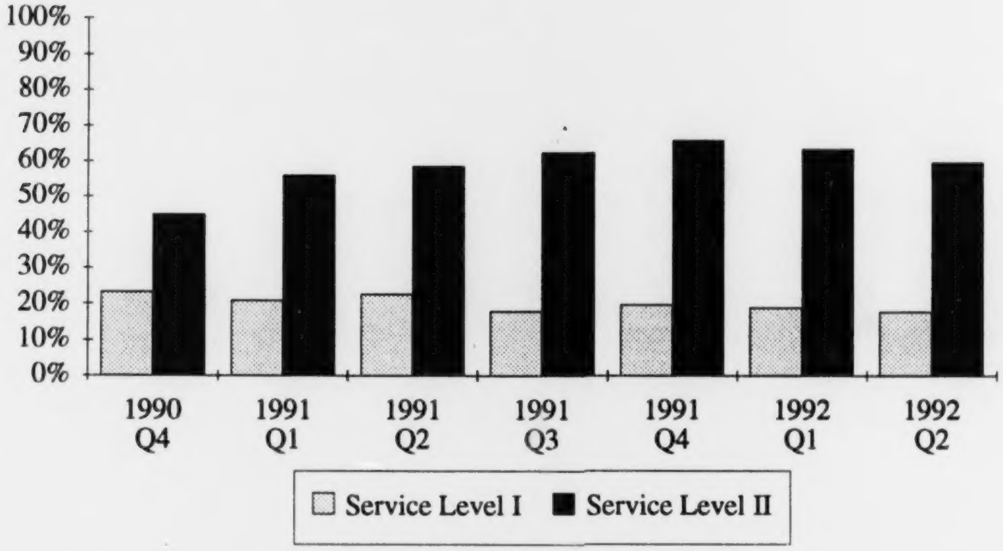
[68] Any individual may have been enrolled in more than one education component. Appendix A, pp. A2-A3.
[69] This option was frequently made available to SL I participants in FYs 1991-92, but rarely in FY 1993

Figure 4.2
Share of Total JOBS Participation Hours in Education Components by Service Level



Source: JOBS Data System.

hours per week. Individuals functioning at this level are usually SL III participants and are not widely enrolled in the JOBS program. ESL is an important component in substate areas with high concentrations of individuals with limited English skills. In these locations, participants can attend ESL classes funded with AFDC/JOBS monies scheduled for twenty hours per week or classes provided through the regular (federal/state-funded) adult education program. Community-based organizations often provide ESL also.

JTPA programs have been involved in adult education components to varying degrees. Local programs have provided instructors fees, classroom space, computers and teaching materials, incentive packages, needs-based payments and other supportive services to help with the delivery of adult education services at instructional sites ranging from stand-alone to highly collaborative initiatives.

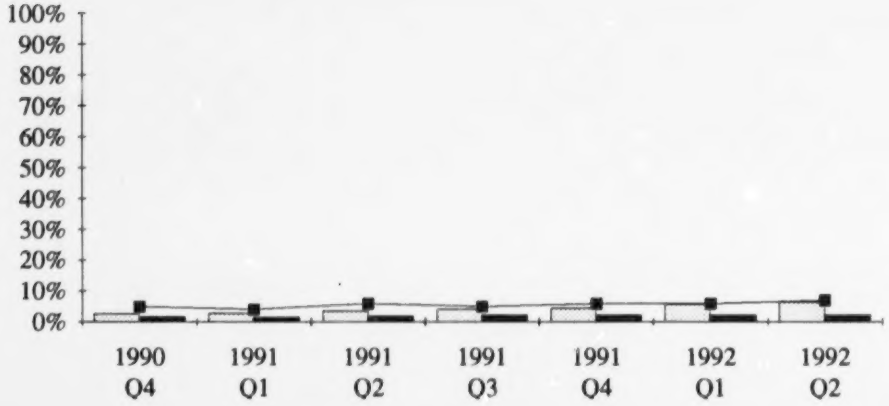
Adult education classes have had a valuable impact on the Texas JOBS program. From a participant perspective, educational achievement has contributed to increased earnings potential and, as educators are quick to point out, improved self-esteem and a sense of accomplishment. Participants who attend adult education classes become better role models for their children, reinforcing the importance of education (as indicated in participant surveys). Additionally, adult education removes barriers to further pursuit of postsecondary education, job skills training and employment. Adult education is often the necessary first step to subsequent enrollment in these other activities.

Figure 4.3 portrays the share of SL I and SL II participants statewide with reported hours in the Adult Secondary/GED (Component Code 03) and the Adult Basic/Remedial (Component Code 04) components, as well as the combined hours of participation in these components as a proportion of all reported hours for the respective service levels during each of the first seven quarters of the JOBS program (October 1990 through June 1992). As expected, SL II participants account for a much higher relative share of total participation and hours in these two components. However, the relative share of participation and hours in the Adult Secondary/GED component for both SL I and SL II participants generally increased during this time frame. The increase reflects the expansion of adult education classes by the Cooperatives as increased funding became available and locations, instructors, and curricula were directed to the needs of JOBS participants.

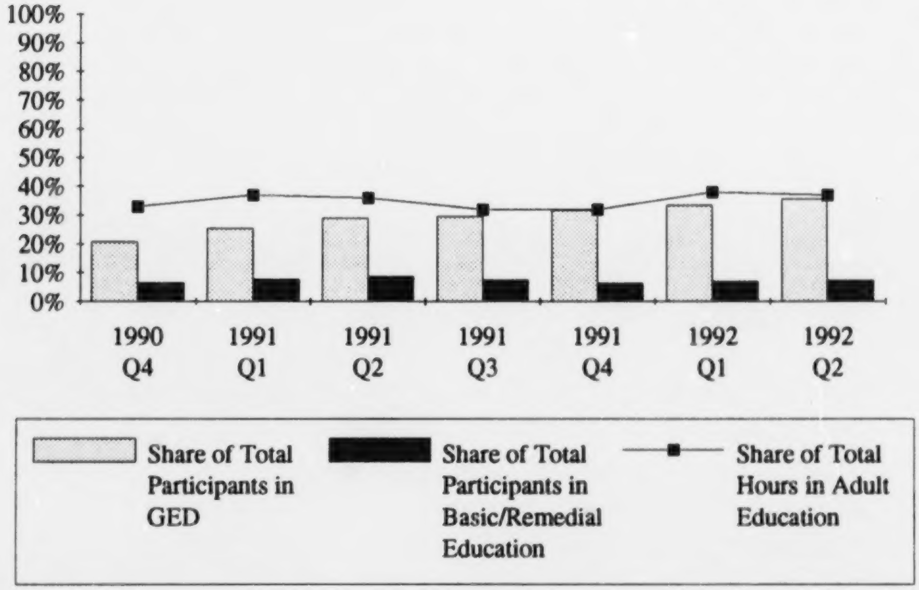
The share of all SL II participants with reported hours in the Adult Secondary/GED component increased from 21 percent to 36 percent during this initial period. SL II participation in the Adult Basic/Remedial component remained relatively stable at about 7 percent. The combined share of all SL II participation hours generated

Figure 4.3
Share of Total Participation and Hours in Adult Education

Service Level I



Service Level II



Source: JOBS Data System

by these two components ranged between 32 percent and 38 percent over the seven quarters. Across the first 23 months of JOBS in Texas, 46 percent of all SL II participants had reported hours in the adult education components, accounting for 35 percent of all SL II participation hours.[70]

The share of all SL I participants with reported hours in the Adult Secondary/GED component, although much smaller than the relative share of SL II participants, also increased across these seven quarters, rising from 3 percent in the first quarter to 7 percent in the last. SL I participation in the Adult Basic/Remedial component remained flat at 2 percent. The combined share of all SL I participation hours generated by these two components ranged between 4 percent and 7 percent over the seven quarters. Across the first 23 months of JOBS in Texas, 8 percent of all SL I participants had reported hours in the adult education components, accounting for 6 percent of all SL I participation hours.[71]

Clearly, adult education made a significant overall contribution to the early JOBS program. According to instructors and case managers, the length of stay in education components ranged on average between three months and a year, depending on the individual's capacity, motivation, and functional level at the start of the education component.

Access to adult education components was reduced for SL I participants by changes in service delivery options in FY 1993. Although no data for FY 1993 were available for this analysis, in general local JOBS staff report that SL I clients are seldom referred to adult education components. Given the level of enrollment during the first two years of JOBS—2 percent were enrolled in ABE and 6 percent were enrolled in GED over the seven-quarter period, it seems apparent that many SL I participants may no longer be receiving the basic educational services they need to become viable in the labor market.[72]

The program is no longer identifying the true education deficits of SL I participants. Three of the four study sites did not routinely offer functional literacy tests to SL I participants in FY 1993. (Recall that not all SL I participants have high school diplomas or GED certificates.) During the first round of site visits, educators and program staff stated that many participants were functioning at levels well below their self-reported attainment, and that some participants with high school diplomas needed considerable basic literacy instruction.

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[70] Appendix A, pp. A2-A3.
[71] Appendix A, pp. A2-A3.
[72] Appendix A, p. A2.

During FY 1993, individuals who had been assigned incorrect service levels, or for whom TEC services were considered inappropriate, were screened out at orientation. This included clients who had obvious literacy problems (e.g., trouble filling out forms at orientation) or who could not function well in the seminars. Nevertheless, it still appears that many SL I participants could benefit from adult education —a more common option during the first two years of JOBS—prior to entering the labor market. Many of these same SL I participants may need additional job skills training as well.

Secondary Education. Secondary education is provided to JOBS participants through high schools with funding from the local independent school districts (ISDs). Although adult JOBS participants are the primary focus of this research and secondary education was not specifically addressed, it should be noted that DHS case managers frequently work with Communities-in-Schools (CIS) initiatives and other local programs that serve primarily at-risk youth. Case managers may also identify and provide services to young AFDC caretakers or JOBS-eligible dependents of caretakers and encourage them to return to school, as well as JOBS-eligible caretakers of at-risk youth attending the local high schools.

Over the first 23 months of JOBS, the High School component has served a small share of all SL I participants (1 percent) and a larger share of SL II participants (8 percent). The contribution of participation hours was also much greater for SL II than SL I participants (at 15 percent compared to 1 percent).[73]

Postsecondary Education. Postsecondary Education is provided to JOBS participants through the state's community and technical colleges, and to a lesser degree by its four-year colleges and universities. Completion of a postsecondary education is widely recognized as a desirable objective that greatly enhances an individual's capacity for attaining self-sufficiency. Participants generally enroll in two-year vocational/technical tracks leading to certification or an associates degree program. Resources may be provided by JTPA (usually on an individual referral/contract basis). Many students are assisted with Pell grants and Perkins loans which are available through regular student financial aid sources.

Figure 4.4 shows the share of SL I and II participants statewide with reported hours in Postsecondary Education, as well as the proportion of all reported hours attributed to this component during the first seven quarters of JOBS. As might be expected—according to sorting criteria, SL II participants lack a high school diploma or a GED—the relative share for SL I participants is greater than the relative share for SL II participants. The share of all SL I participants with reported hours in this component

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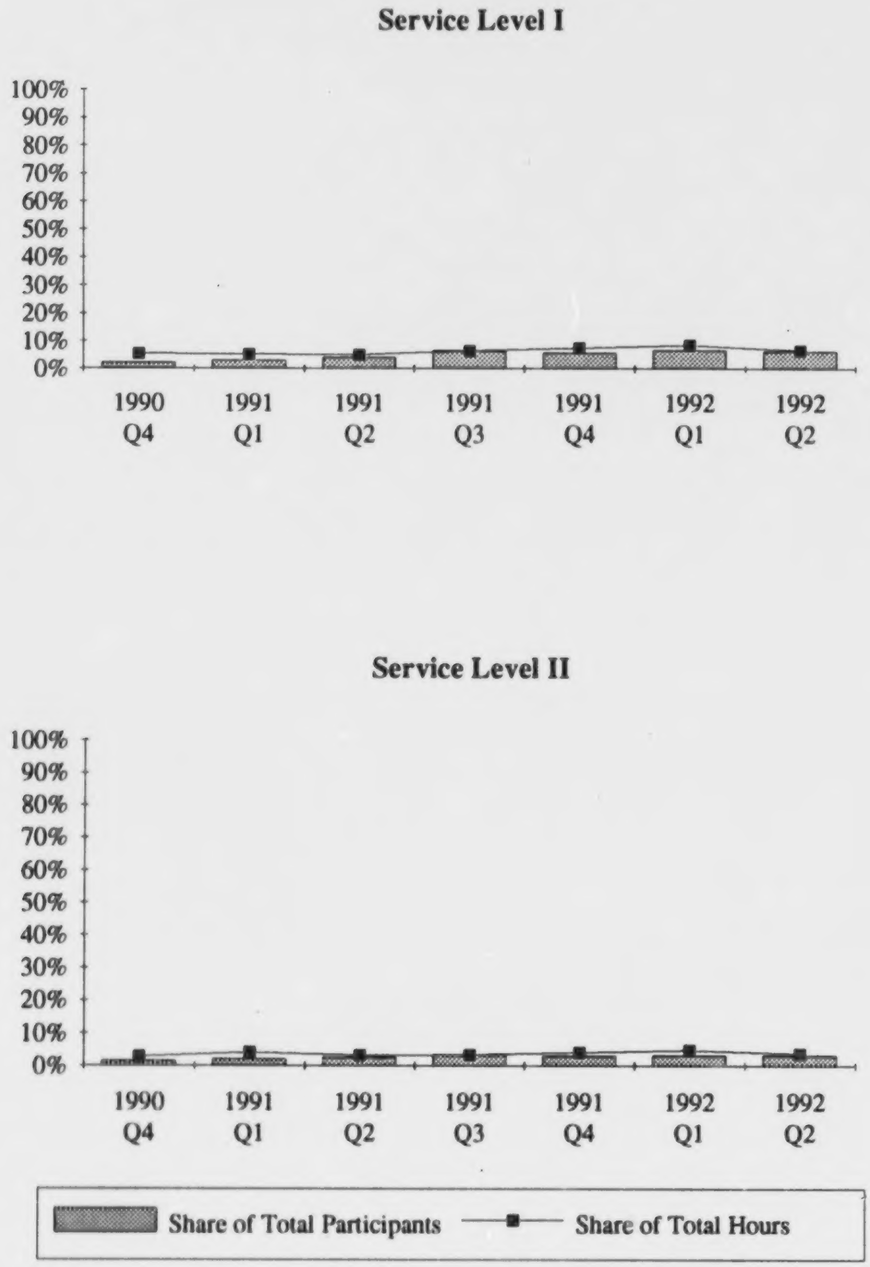
[73] Appendix A, pp. A2-A3.

Figure 4.4
Share of Total Participation and Hours in Postsecondary Education


Service Level I

Service Level II

Source: JOBS Data System.

increased from 2 percent to 7 percent from the first to the last quarter, accounting for 5 percent to 8 percent of all SL I participation hours. Across the first 23 months of JOBS in Texas, 5 percent (more than 1900 individuals) of all SL I participants had reported hours in the Postsecondary Education component, accounting for 7 percent of all SL I participation hours.

The share of all SL II participants with reported hours in the Postsecondary Education component rose from 2 percent to 3 percent in the third quarter and remained at 3 percent thereafter. The share of all SL II participation hours generated by this component ranged between 3 percent and 5 percent over the seven quarters. Across the first 23 months of JOBS, 3 percent (almost 1100 individuals) of all SL II participants had reported hours in the Postsecondary Education component, accounting for 4 percent of all SL II participation hours.

These data should be interpreted cautiously. A substantial share of these students may in fact have been enrolled in TASP preparation classes offered *at a community college*, rather than enrolled in a regular (for-credit) postsecondary curriculum. Moreover, an unknown number of SL I participants (and possibly a few SL IIs) may have been enrolled in postsecondary education that was reported as Self-Initiated Education (Component Code 06). Across the first 23 months of JOBS, 9 percent (more than 3200 individuals) of all SL I participants were tracked in the Self-Initiated Education component. In the same period, only 4 percent (approximately 1300 individuals) of all SL II participants were tracked in the Self-Initiated component and these individuals were more likely to be in an adult education component.[74]

JOBS staff enthusiastically reported that a number of JOBS participants are pursuing advanced degrees. Some DHS case managers place a great deal of emphasis on this component. A few local JOBS programs have outstationed case managers at community and technical colleges.[75] However, field visits and unpublished Center data revealed variations in referrals and enrollments in postsecondary education across the four study sites.[76] These variations are the result of constraints identified in Section II of this report.

Tuition costs and financial aid barriers, availability of classes related to demand occupations, and the individual obstacles encountered by some AFDC participants in a postsecondary environment limit participation. Educators and JOBS staff recognize the need to strengthen the vertical linkages between the GED program and postsecondary opportunities and support the development of so-called "gateway" programs to help students with the transition to postsecondary education.

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[74] Appendix A, pp. A2-A3.

[75] McClennan and Nueces counties, for example, which were not selected as study sites for this evaluation.

[76] Appendix A.

Another constraint on enrollment in postsecondary education is the limited numbers of participation hours generated by this activity (unless some form of monitored study hall is available). Federal regulations only allow scheduled class hours to be counted toward participation, despite the fact that students enrolled in 15 hours are considered "full-time" for all other purposes. Given the current and expected pressures to increase participation hours, some case managers may become more reluctant to recommend postsecondary education as an option.

Limited resources for support services further discourage enrollments in long-term postsecondary activities. Postsecondary education may require extensive child care and transportation assistance, driving up the cost of providing this component. As part of cost containment measures, DHS has been reviewing the criteria for self-initiated and postsecondary education and may limit postsecondary to vocational skills only.[77] During the summer of 1993, JOBS case managers were only enrolling new participants in very short-term activities because of projected child care funding shortfalls.

Job Readiness. Job readiness activities broadly interpreted include Survival/Life Skills Training, Job Preparation and Job Search Skills Training. TEC is the primary provider of these job readiness activities, all of which are short-term treatments. The majority of those served are SL I participants, although occasionally SL II clients are referred by DHS individual case managers.

Survival/Life Skills Training. DHS and TEC facilitators deliver Survival Skills and Life Skills Training, respectively, to SL II and SL I participants. Individual instructors from the Adult Education Cooperatives around the state have also received training as Survival Skills facilitators, but no instances of its provision were noted in the field study sites.

In FY 1993, TEC facilitators provided 40 hours of Life Skills Training (generally scheduled four hours per day, five days per week for two weeks) as the first job readiness component for SL I and occasionally SL II participants. The seminar uses the "It's My Life" curriculum developed for statewide use by TEC. There is some local discretion in developing and selecting materials, as well as in scheduling the actual hours that the seminar will meet.

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[77] Several proposals are found in a DHS-CSS "Memorandum" of 3/31/93 discussing recommendations for the FY 1994 JOBS program.

DHS offers the copyrighted "Survival Skills for Women" seminar, developed by Dr. Linda Thurston at the University of Kansas.[78] Classes, led by a DHS facilitator, usually meet at a DHS office for four hours per day, five days per week for two weeks. Survival Skills is sometimes supplemented with other activities, such as the Steps to Excellence for Personal Success program (STEPS). Survival Skills training is not regularly scheduled or available in all substate areas.

Both Survival and Life Skills training are generally, but not unanimously, well-received by program staff and participants alike. In general, DHS facilitators were much more enthusiastic about the Survival Skills curriculum, than TEC facilitators were about Life Skills. While some TEC facilitators indicated that much of the material was inappropriate or irrelevant to the immediate employment or personal needs of some clients, others pointed out that several of the clients had previously received either Survival or Life Skills training.

Two issues accompany the facilitators' less-than-complete acceptance of Life Skills. First, there is a broad range of work and life experiences among SL I participants. TEC staff feel that life skills material may be condescending to the more "job-ready" and independent members categorized as SL Is. Second, "recycling" is having an affect on the services delivered. Clients can now be recalled as soon as 3 months after their previous JOBS experience. Although screening at orientation is supposed to check for redundancy, many clients had already participated in one of the two seminars in the recent past. Aside from these exceptions, staff report that most participants benefit from Survival/Life Skills in terms of improved self-esteem, motivation, personal awareness and decision-making capacity. Frequently those who are initially reluctant to participate become enthusiastic during the seminar.[79]

Figure 4.5 portrays the share of all SL I and II participants statewide with reported hours in the Survival/Life Skills component, as well as the proportion of all reported hours attributed to this component during the first seven quarters of JOBS. The relative share of all SL I participants with reported hours in this component is noticeably larger than the relative share for SL II participants. After a sizable jump from the first to the second quarter (10 percent to 27 percent), the share of SL I participation fluctuated between 16 percent and 22 percent over the next five quarters. The smaller, relative share of SL II participants has exhibited less variability, ranging between 8 percent and 13 percent over the same time period. Survival/Life Skills contributed a small share of total participant hours over this same period for both service levels, accounting for 3 percent to

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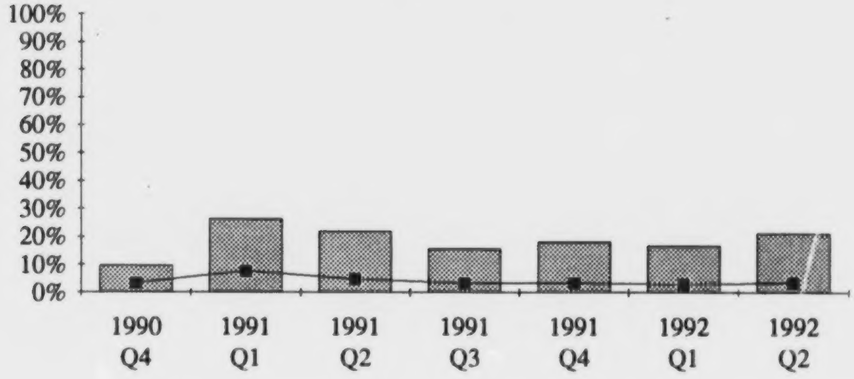
[78] Survival Skills for Women training was first used in the Texas REFOCUS program in the late 1980s.

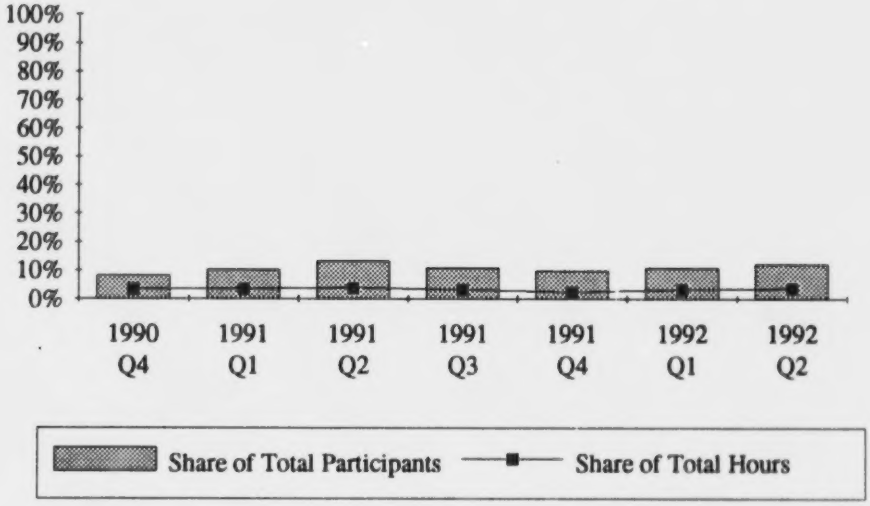
[79] This is a pattern reported by King, et al. (1993) in the round-one visits as well.

Figure 4.5
Share of Total Participation and Hours in Survival Skills/Life Skills

Service Level I



Service Level II



Source: JOBS Data System.

5 percent (excluding the second quarter) for SL I and between 2 percent and 4 percent for SL II. The relative share of total participation hours generated by this component is small for both SL I and SL II participants, due to the short-term duration of the component.

Across the first 23 months of JOBS, 36 percent of all SL I (over 13,000 individuals) and 25 percent of all SL II participants (approximately 8,300 individuals) had reported hours in the Survival/Life Skills component, accounting for 4 percent and 3 percent of all reported hours for the respective service levels.[80]

Job Preparation/Job Readiness. In FY 1993, TEC facilitators were providing 40 hours of job preparation (four hours per day, five days per week for two weeks) as the second job readiness component for JOBS participants. The seminar uses the "I'm Ready" curriculum developed for statewide use by TEC. Facilitators have some local discretion to select or embellish the materials.

Figure 4.6 reveals the share of all SL I and II participants and reported hours in the Job Preparation component during the first seven quarters of the Texas JOBS program. In any given quarter, 22 percent to 32 percent of all SL I participants have reported hours in this component. The relative share of SL II participants served, as expected, is much lower, but this share increased from 3 percent to 6 percent over the first seven quarters. The share of total SL I participation hours dropped from 8 percent to 5 percent and the share of total SL II participation hours remained at a stable 1 to 2 percent over this time series.

Across the first 23 months of JOBS in Texas, 38 percent of all SL I participants (over 14,000 individuals) and 9 percent of all SL II participants (approximately 3,000 individuals) were tracked in this component.[81] The relative share of total participation hours was low for both SL I and SL II participants (at 5 percent and 1 percent, respectively), due to the short-term duration of the component.

Job Search Skills Training. JOBS contractors also provided about 20 hours of Job Search Skills Training, usually meeting four hours per day, five days per week for one week, as a job readiness component for JOBS participants. The TEC-provided seminar follows "The Choice is Yours" curriculum developed by Karli and Associates and used statewide by TEC. As in Job Preparation and Life Skills, TEC facilitators can modify or enhance materials as they see fit.

Job Search Skills Training (aka, Group Job Search) has been provided primarily to SL I participants. Figure 4.7 reveals the shares of total SL I and II participants and participation hours in the Job Search Skills Training component during the first seven

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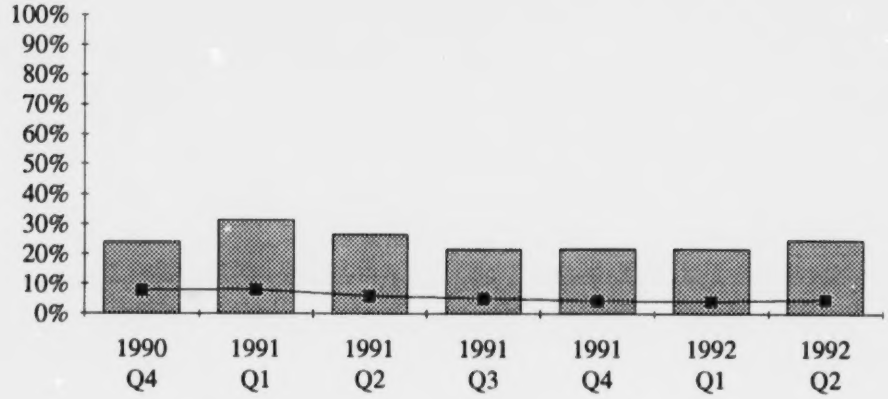
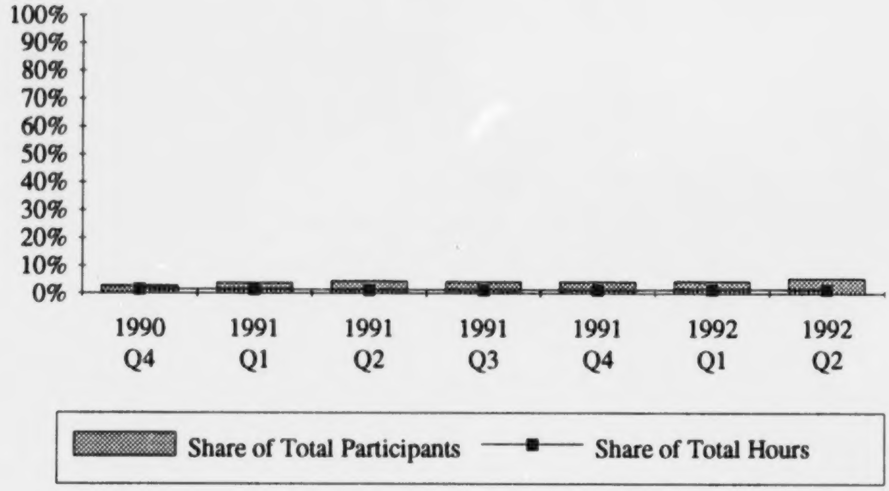
[80] Appendix A, pp. A2-A3.
[81] Appendix A, pp. A2-A3.

Figure 4.6
Share of Total Participation and Hours in Job Readiness/Job Preparation

Service Level I

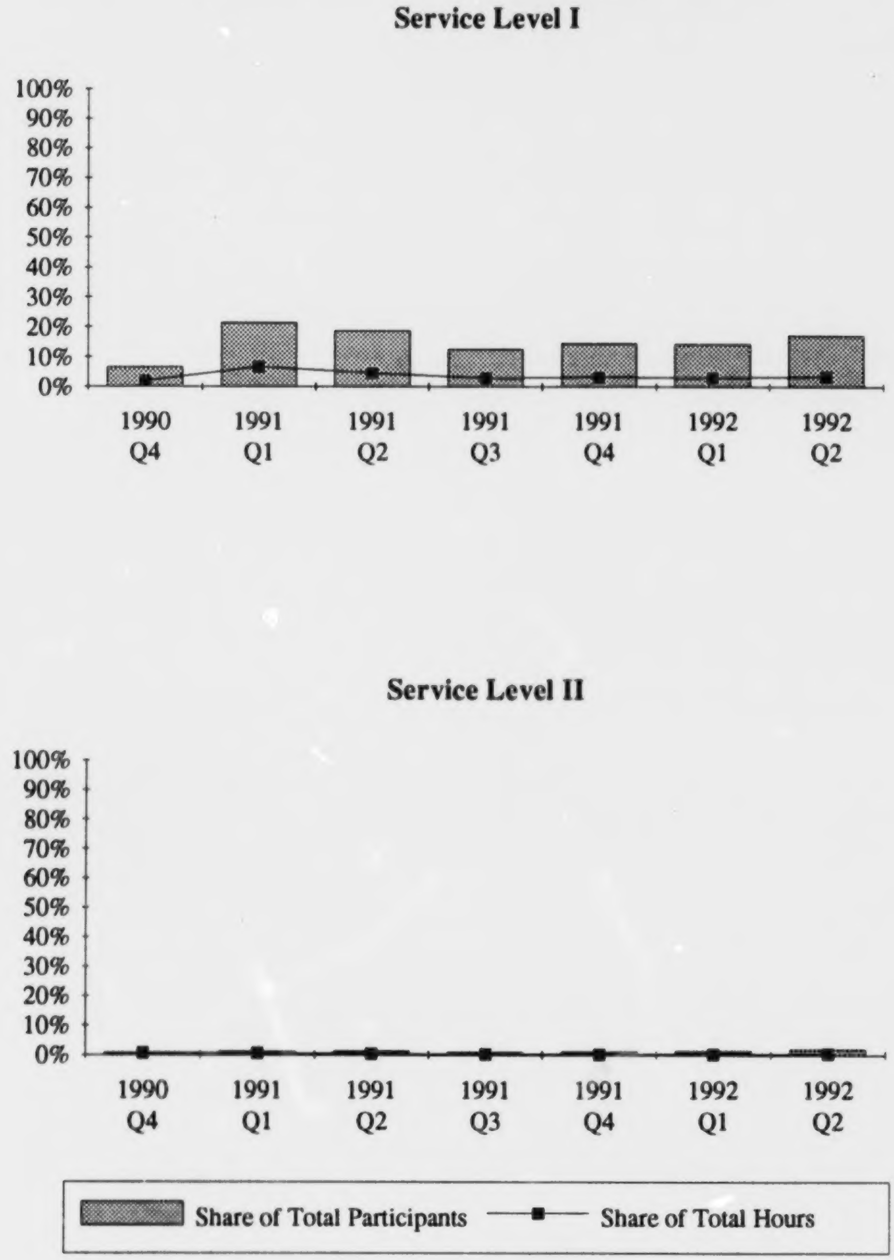


Service Level II



Source: JOBS Data System.

Figure 4.7
Share of Total Participation and Hours in
Job Search Skills Training/Group Job Search



Source: JOBS Data System.

quarters of JOBS. Only 1 or 2 percent of all SL II participants had hours reported in this activity in any given quarter. The relative share of SL I participants is consistently much higher, ranging from 13 percent to 22 percent (excepting the first quarter).

As in the other job readiness components, the relative share of total participation hours generated by this component is small for both SL I and SL II participants, due to the short-term duration of the component. In any given quarter less than 1 percent of all SL II participation hours were generated by Job Search Skills Training. The relative share of SL I participation hours, ranging between 2 percent and 7 percent over all seven quarters, was relatively stable at 3 percent or 4 percent for the last four quarters.

Over the first 23 months of JOBS, 28 percent of all SL I participants (nearly 10,400 individuals) had hours reported in this component, compared to only 3 percent (less than 1200 individuals) for SL II participants. The share of total reported hours was 4 percent for SL I participants and less than 1 percent for SL II participants.[82]

Job Search Assistance. JOBS participants have access to both Individual and Group Job Search activities. TEC staff, as the employment specialists in the JOBS program model, provide the majority of job search assistance, although DHS case managers sometimes direct this activity as well. Job search activities at TEC are closely linked to Job Development/Job Placement services, one of TEC's primary labor exchange offerings.

Individual Job Search. During the first two years of JOBS in Texas, participants could complete up to 320 hours of job search (10 employer contacts per week for up to 16 weeks). For FY 1993, the Individual Job Search component was shortened to 160 hours (10 employer contacts per week for up to eight weeks). TEC facilitators regularly conduct Individual Job Search with SL I participants and occasionally SL II participants who have been referred by DHS case managers. Participants discuss their job search efforts with the TEC facilitator, usually at a weekly meeting with other participants in this component.

DHS case managers sometimes conduct Individual Job Search with participants. This practice seemed more prevalent in some substate areas than others during the field research. DHS case managers indicated that they sometimes conduct Individual Job Search in response to the participants' wishes or to provide labor market exposure so that participants could refine employment goals or identify education and training needs.

In general DHS case managers lack the job development or job matching capacity that is available through TEC, as well as access to formal labor market information (e.g., demand occupations and employment forecasts). It is conceivable that to some extent case managers use Individual Job Search to boost participation hours and improve their case load performance. A result of this practice is that fewer SL II or SL I participants (who are receiving individual case management from DHS) are referred to the JOBS contractor. Several TEC facilitators, who were formerly case managers in FY 1992, reported getting fewer referrals for job-readiness and job search components from DHS individual case managers in FY 1993.

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[82] Appendix A, pp. A2-A3.

A snapshot of service delivery taken from DHS TL-184 and TL-185 reports for March 1993 indicates a potentially significant level of Individual Job Search by DHS staff in two of the study sites. As Table 4.2 indicates, of the 134 SL I clients reported in this component in Bexar County, only 102 received this component from TEC. Only 4 of the 61 SL II clients were served by TEC. The same pattern, to a much lesser degree, is observed in Hidalgo County for that month.

Table 4.2 Reported Individual Job Search in Bexar and Hidalgo Counties, Service Levels I and II, March 1993

	DHS Reported Total (TL-184)		TEC Reported Total (TL-185)	
County	SL-I	SL-II	SL-I	SL-II
Hidalgo	103	7	92	3
Bexar	134	61	102	4

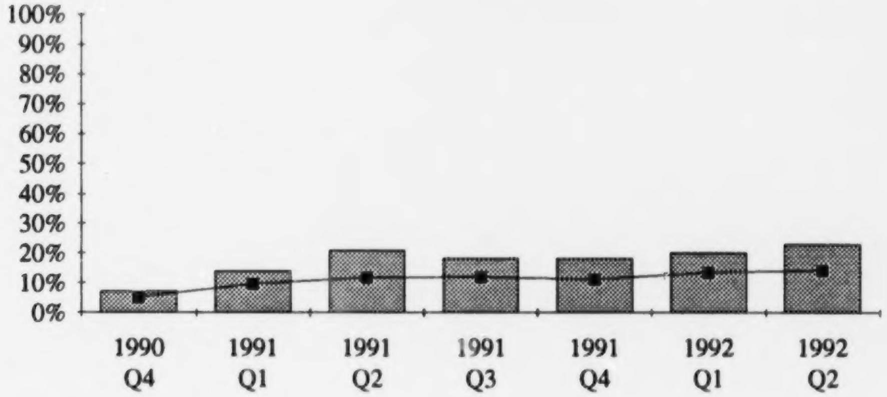
Source: DHS TL-184 and TL-185 Reports.

DHS and TEC staff welcomed the reduction of this component to 8 weeks in FY 1993. Many participants reportedly had difficulty completing the extended component, especially in the less urban areas with fewer employers and job options. TEC staff state that if an individual has not found employment within eight weeks, (especially after having completed the core seminars during which they are also encouraged to look for work), it is unlikely that the individual will become employed during the extended period. (Staff were also receptive to the further shortening of Individual Job Search in FY 1994.)

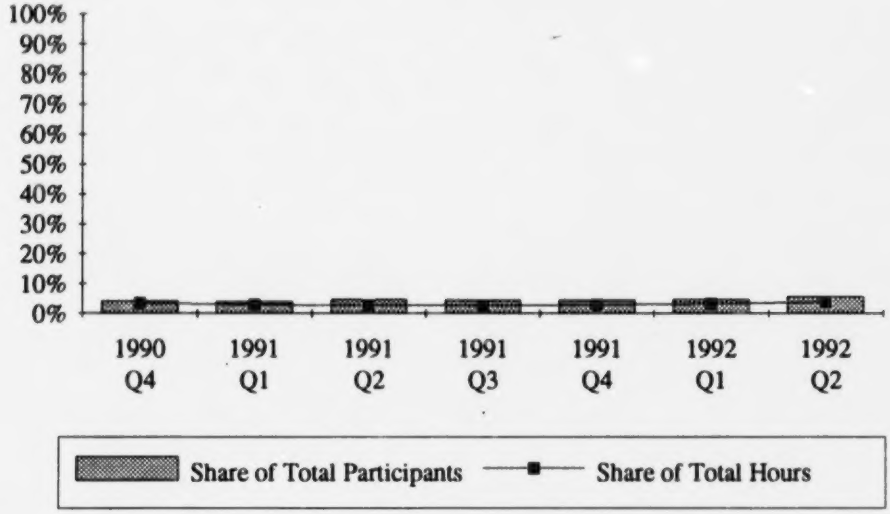
SL I clients participate in Individual Job Search at a much higher rate than SL II clients. Figure 4.8 reveals the relative shares of total SL I and II participants and participation hours in the Individual Job Search component during the first seven quarters of JOBS. The share of SL I participants increased for the first three quarters and stabilized, serving 18 percent to 23 percent of all SL I participants in any given quarter thereafter. The total share of all SL II participants reached 5 percent in the third quarter

Figure 4.8
Share of Total Participation and Hours in Individual Job Search

Service Level I



Service Level II



Source: JOBS Data System.

and has been fairly consistent since that point. Individual Job Search generated a larger relative share of total participation hours than the other employment related services—more so for SL I than for SL II participants—in part due to the longer-term duration of the component. The share of al SL I participation hours reached 12 percent by the third quarter and 14 percent in each of the last two quarters. The share of all SL II participation hours has been stable at 3 percent or 4 percent in any given quarter.

Across the first 23 months of JOBS, 27 percent of all SL I participants (almost 10,000 individuals) had hours reported in this component, compared to 9 percent (nearly 3200 individuals) for SL II participants. During the same time frame, Individual Job Search accounted for 13 percent of all SL I participation hours, compared to 3 percent for SL II.[83]

Group job search. Group Job Search is the equivalent of Job Search Skills Training, one of the JOBS contractor's core services, for reporting purposes in the Texas JOBS program.

Job Development and Job Placement. Job Development and Job Placement are ancillary employment services provided by TEC facilitators to JOBS participants during the core services and Individual Job Search. The primary objective of TEC services is to help clients enter unsubsidized employment. Some TEC facilitators report that the cumbersome paperwork and documentation requirements imposed by the JOBS program preclude their ability to perform the level of job development and placement services which they, as employment specialists, might bring to the JOBS program.

Job Skills Training. JTPA is the principal provider of Job Skills Training to participants in the Texas JOBS program, although proprietary schools and community colleges also provide such training. Enrollment with any of these providers may be reported as Self-initiated Training, if the activity began prior to participation in JOBS.

Access to JTPA job skills training for JOBS participants is limited by resource constraints, differences in outcomes expectations, and interagency operational linkages, all of which were identified earlier in this report. Most training is provided on an individual contract basis (primarily with community colleges), although standing contracts and in-house training programs are also used as delivery mechanisms. Customized training to meet the needs of local employers and non-traditional training opportunities for women may also serve JOBS participants.

Although the numbers of participants served by JTPA may not be large, the financial contribution as a proportion of total averaged cost per JOBS participant is significant. As the benefit/cost section of this report notes, between 25 percent (SL I)and 31 percent (SL II) of the total participant costs are borne by JTPA.

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[83] Appendix A, pp. A2-A3.

Jobs skills training offered by JTPA is generally targeted to demand or emerging occupations. Participants who are certified eligible and enrolled in training are better prepared for the types of jobs likely to be available to help them move toward economic self-sufficiency.

One of the curious findings concerning patterns of JOBS program participation is that the share of SL I participants enrolled in either Jobs Skills or Self-Initiated Training has exceeded that for SL II participants over the first two years of JOBS operations. Across the first 23 months of JOBS in Texas, the unduplicated share of all SL I participants in Job Skills Training was around 9 percent (almost 3,500 individuals) and in Self-Initiated Training was about 10 percent (more than 3,600 individuals). During the same period, approximately 9 percent (just over 3,000) of all SL II participants had reported hours in Job Skills Training and 7 percent (nearly 2,300 individuals) had hours reported in Self-Initiated Training.[84]

Figure 4.9 shows the relative shares of total SL I and II participants and participation hours in the in Job Skills Training or Self-Initiated Training components during the first seven quarters of the JOBS program. The share of SL I participants in these two components increased for the first three quarters and stabilized, with Job Skills Training serving 8 or 9 percent and Self-Initiated Training serving about 10 percent of all SL I participants in the following quarters. The total share of all SL II participants increased in these components through the third quarter and has been fairly consistent since that point, with Job Skills Training serving 6 or 7 percent and Self-Initiated Training serving 5 or 6 percent of all SL II participants in the subsequent quarters.

Figure 4.9 also reveals that the shares of total participation hours for these two components combined account for a large share of all participation hours for both SL I (18 to 23 percent) and SL II participants (11 to 13 percent) in each of these seven quarters. Across the first 23 months of JOBS in Texas, these components combined accounted for 24 percent of all SL I participation hours and 16 percent of all SL II participation hours.[85]

The larger relative shares of SL I participation and reported hours in Job Skills Training can be explained in part by the large and lengthy education component enrollments for SL II participants: while many SL IIs may be in need of more Jobs Skills Training, fewer of them have been able to attain the basic academic skill levels required

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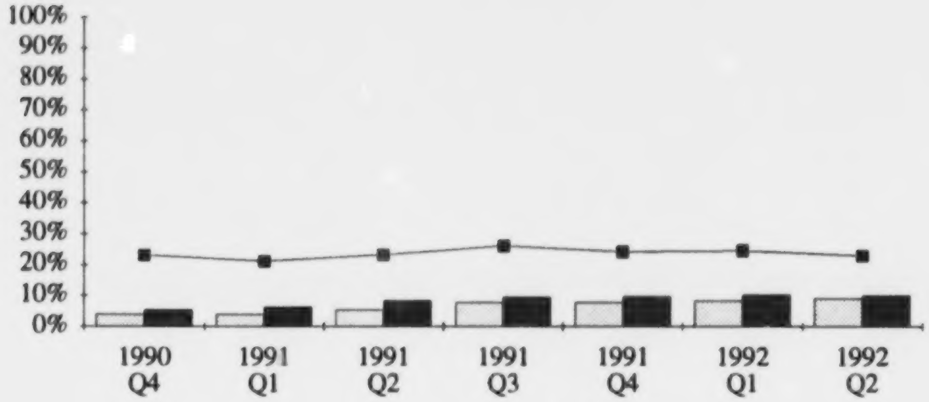
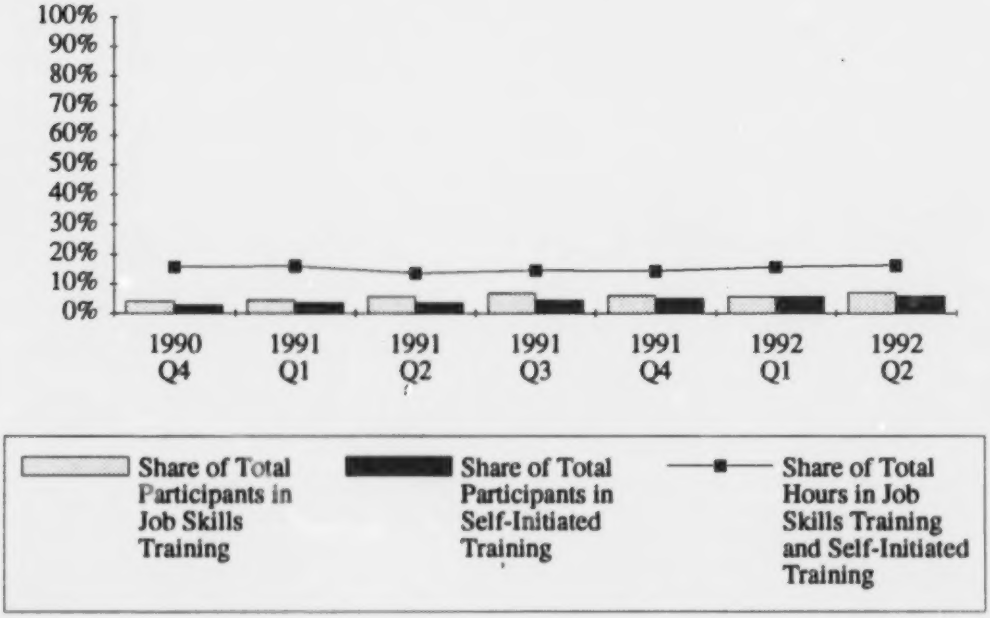
[84] Appendix A, pp. A2-A3.
[85] Appendix A, pp. A4-A5.

Figure 4.9
Share of Total Participation and Hours
Job Skills Training and Self-Initiated Training

Service Level I



Service Level II



Source: JOBS Data System

for enrollment in such training. Also, this relation may change in FY 1993 and beyond, since SL I activity options have been more narrowly circumscribed. Reportedly, fewer SL I participants are currently referred to training as a result of resource scarcity and service delivery changes identified earlier in this report.

On-the-Job Training. Field research indicated that OJT, which by definition is linked to employment, is not readily available for JOBS participants. OJT is on the decline in the JTPA programs; JOBS participants, with educational deficits or weak work histories, face difficulties competing with more experienced workers for those few opportunities that remain.[86]

During the first seven quarters of JOBS in Texas, at most, just over one-half of one percent of all SL I and SL II participants had any hours reported in OJT in the strongest quarters. Across the first 23 months of JOBS only 217 SL I and 278 SL II participants had any hours reported in OJT, accounting for well under 1 percent of total participation hours for either service level.[87]

The absence of OJT is made conspicuous by the heightened expectations for OJT (and training generally) in the JOBS program. The AFDC Employment Services Notice (Form 2580), commonly known as the client rights and responsibilities form, is presented to and signed by clients at eligibility, at orientation, and again during the sanctions/cures process, if such an event occurs. The form states in part:

> The AFDC employment services program offers many choices to help you get a job paying above the minimum wage. Services include education for a high school diploma, vocational training, job search and placement, and *on-the-job training*. (Emphasis added.)

Many clients clearly believe that some OJT or job training *will be* provided as part of the Texas JOBS program. Some DHS and TEC staff have pointed out the misleading nature of this statement.

Work Experience. Work experience opportunities in the JOBS program consist primarily of Voluntary Work Experience (VWE).[88] VWE is considered a short-term component for JOBS participants, limited to 480 hours. Typically, a staff person in each DHS local program has been assigned the task of identifying and developing voluntary work experience opportunities. Case managers may identify openings also. Case managers are expected to place participants in positions related to their employment goals. The purpose is to provide workplace experiences that help participants with career choices and increase their employability.

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[86] Hagen & Lurie (1993). also point to low enrollment rates in OJT by JOBS participants in ten states.

[87] Appendix A, pp. A2-A5.

[88] DHS is changing the name of this JOBS component from VWE to Unpaid Work Experience for FY 1994.

In practice, VWE sometimes falls well short of the ideal. Participants are encouraged to take VWE positions to supplement participation hours. For example, a person in postsecondary education or ESL provided through regular adult education programs may only be attending classes six hours a week. In order to boost the participation hours, case managers may push VWE. VWE may also be used to keep those who are awaiting the start of other components actively participating.

To some degree, participant needs and circumstances are still being effectively addressed in these less-than-optimal VWE situations. Case managers recognize the importance of keeping participants active in the program. Large gaps between activity components increase the risk that the participant will withdraw from the program, either temporarily or permanently. Additionally, many if not most participants have weak employment histories; *any* work place experience can be beneficial, especially since the employment available to most participants is entry-level.

Perhaps more importantly, participants with less than twenty hours may be denied access to child care. Closer DHS scrutiny of expenditures of scarce child care resources has resulted in limiting child care authorizations only to those participating at least twenty hours a week. If the gap between components is long, the participant could lose child care. Given the interruptions in child care availability in FY 1993, there may be none available when the participant is again prepared to enter the anticipated component.

Reportedly, VWE is increasingly being used by DHS case managers.[89] TEC facilitators also may refer participants to appropriate VWE situations, but apparently have not exercised this option to the extent that DHS case managers have. JTPA provides only subsidized work experience, particularly for youths, some of whom may be JOBS participants.

Support Services. The JOBS program is designed to provide a range of support services enabling clients to participate in activities that increase their employability. Support services include in-program child care; transportation assistance; one-time, work-related expenses; and transitional benefits (child care and Medicaid assistance for up to one year after leaving AFDC due to increased earnings). DHS will also pay GED testing fees for JOBS participants, if requested. Child care and transportation have had beneficial and statistically significant affects on attendance in several key JOBS components and these impacts may have enabled the JOBS program in Texas to attain the federal participation target for the first three years.

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[89] VWE was not tracked as a component during the firs two years of JOBS in Texas.

Child Care. The JOBS program provides substantial amounts of in-program child care for dependents of AFDC caretakers enrolled in JOBS activity components. During most of the first three years of JOBS in Texas, child care was authorized by JOBS contractor staff for SL I clients referred for services and by DHS individual case managers for SL II participants or SL I participants in long-term education or training. Since the inception of the Child Care Management Services system in March 1991, caretakers have selected the type of child care (either a CCMS vendor or self-arranged care) and a specific facility with assistance from the client services representative at the CCMS agency responsible for their area. CCMS staff monitor attendance and manage payments to vendors. Occasionally, JOBS participants enrolled in JTPA activities receive child care assistance from the JTPA program funds.

DHS funding for in-program child care is a relatively new phenomenon, and one which allows Texas program participants to pursue larger, more intensive treatments almost for the first time.[90] In-program child care must be provided to clients who need services. If child care is not available to those with need, participation in the JOBS program is not required.

Title IV-A is the primary source of JOBS child care funds. In-program child care is not an entitlement; service availability is limited to a high degree by the amount the state appropriates for the program. These expenditures are largely matched at the state's Medicaid match rate (i.e., currently 64.18 percent) by the federal government.

During FY 1992 and FY 1993, funding for in-program JOBS child care derived from two major sources: the regular federal/state Title IV-A care; and the new (100% federal) Child Care and Development Block Grant (or CC DBG) funding, a portion of which DHS used to provide services to JOBS participants. On average, for both SL I and II participants receiving in-program child care assistance (35 percent and 31 percent, respectively), around two-thirds were funded exclusively from Title IV-A. Nearly one-quarter of participants (24 percent) obtained care supported by a combination of Title IV-A and CC DBG funds. The remainder (8 to 11 percent) was supported exclusively by CC DBG.[91]

Figure 4.10 shows the rate of child care receipt for the six entering cohorts selected for the JOBS sample used in the impact portion of this study (Section V). The estimated rates of child care receipt for both SL I and II participants rose sharply from the first and second to the third entering JOBS cohorts before stabilizing. For SL I participants only 17 to 19 percent of the first two cohorts received DHS-supported care, compared to 53 percent for the next cohort and 40 to 47 percent for the remaining ones. The situation looks similar for SL II participants, with rates of child care receipt around 20 percent early on, and increasing from 31 to 43 percent in subsequent cohorts.

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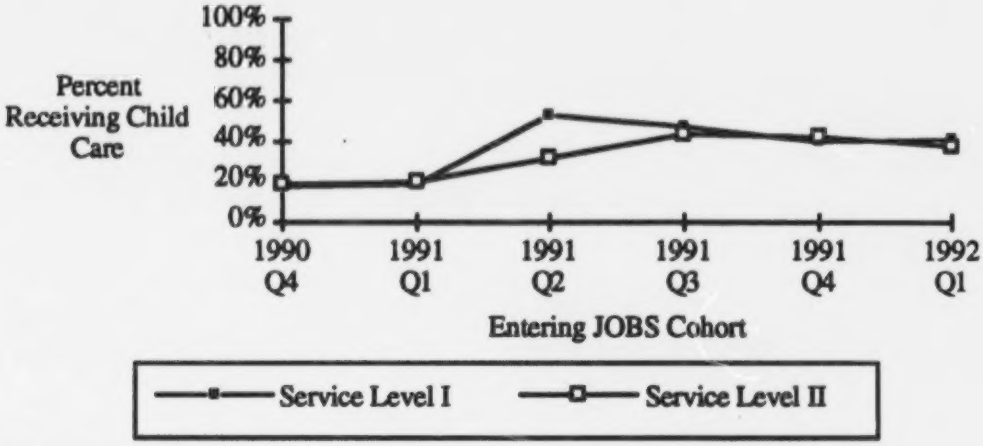
[90] Earlier Center research reports by Gula and King (1990) and King and Schexnayder (1992) have documented the lack of state funding for child care funding in pre-JOBS programs.

[91] Note that these figures refer *only* to DHS-funded child care. Comparable figures for JTPA-provided care were not available. Appendix A, p. A18.

Figure 4.10
Percent of Texas JOBS Participants Receiving DHS-Funded Child Care by Cohort and Service Level, Statewide



Source: JOBS Data System

Despite low rates, it is likely that child care played as important a role in the initial stages of JOBS in Texas for the earlier cohorts as it did for the latter cohorts. The provision of child care assistance is essential for most AFDC caretakers with young children if effective JOBS participation is to be a possibility. Moreover, the actual receipt of child care in the first two cohorts probably is higher, since JTPA data was not available for the estimate. In this pre-CCMS period (and probably even a little beyond), local PICs under JTPA filled part of the in-program child care void.[92] The jump in receipt in the third cohort coincides with the start-up of the CCMS.

Access to DHS-funded child care is very important for steady, effective program participation (see Section VI). None of these women could afford such care in the absence of either DHS (or JTPA) support. And, as indicated in this report and elsewhere, child care also serves as a participation incentive for caretakers and provides opportunities for enhanced early child development which would not be available otherwise.[93]

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[92] This observation is supported both by the Texas JOBS evaluation research and Texas site visits conducted by King for the SUNY JOBS Implementation study; see Hagen and Lurie (1993). Some local PICs continue to provide such care.

Just how vital the provision of child care is for effective participation for JOBS participants with young children is demonstrated in the following figure. Figure 4.11 shows the independent effects of child care receipt on the percent of scheduled hours missed; i.e., after controlling for the effects of demographic and other variables through a series of regressions by JOBS component for all SL I and II participants, the effects of having or not having child care in a given month were estimated. In Figure 4.11, negative bars indicate that child care reduced the percent of time missed. The height of the bar shows the size of the effect, and, where the superimposed brackets do not cross the horizontal axis, such effects are statistically significant at the 95 percent level.

Figure 4.11 shows that, independent of other factors, child care receipt appears to have had beneficial and statistically significant effects on the percent of time missed for several key components, including GED, Job Preparation/Job Readiness, Job Skills Training, Individual Job Search, and Survival/Life Skills Training. Its effects were in the right direction for all components examined.

Child care resources, as discussed earlier in this report are limited. Intake for JOBS child care was frequently closed due to lack of funding during FY 1993, and occasionally in FY 1992.[94] The 73rd Texas Legislature reduced the appropriations for in-program child care by some ten percent for FYs 1994-1995. Moreover, the contribution which federal CC DBG funds provided in FYs 1991- 1993 is unlikely to be repeated in the foreseeable future. As the required federal participation rate targets and the number of Texas JOBS eligibles continue to increase over the near term, the constraint imposed by limited child care funding is certain to be very real.

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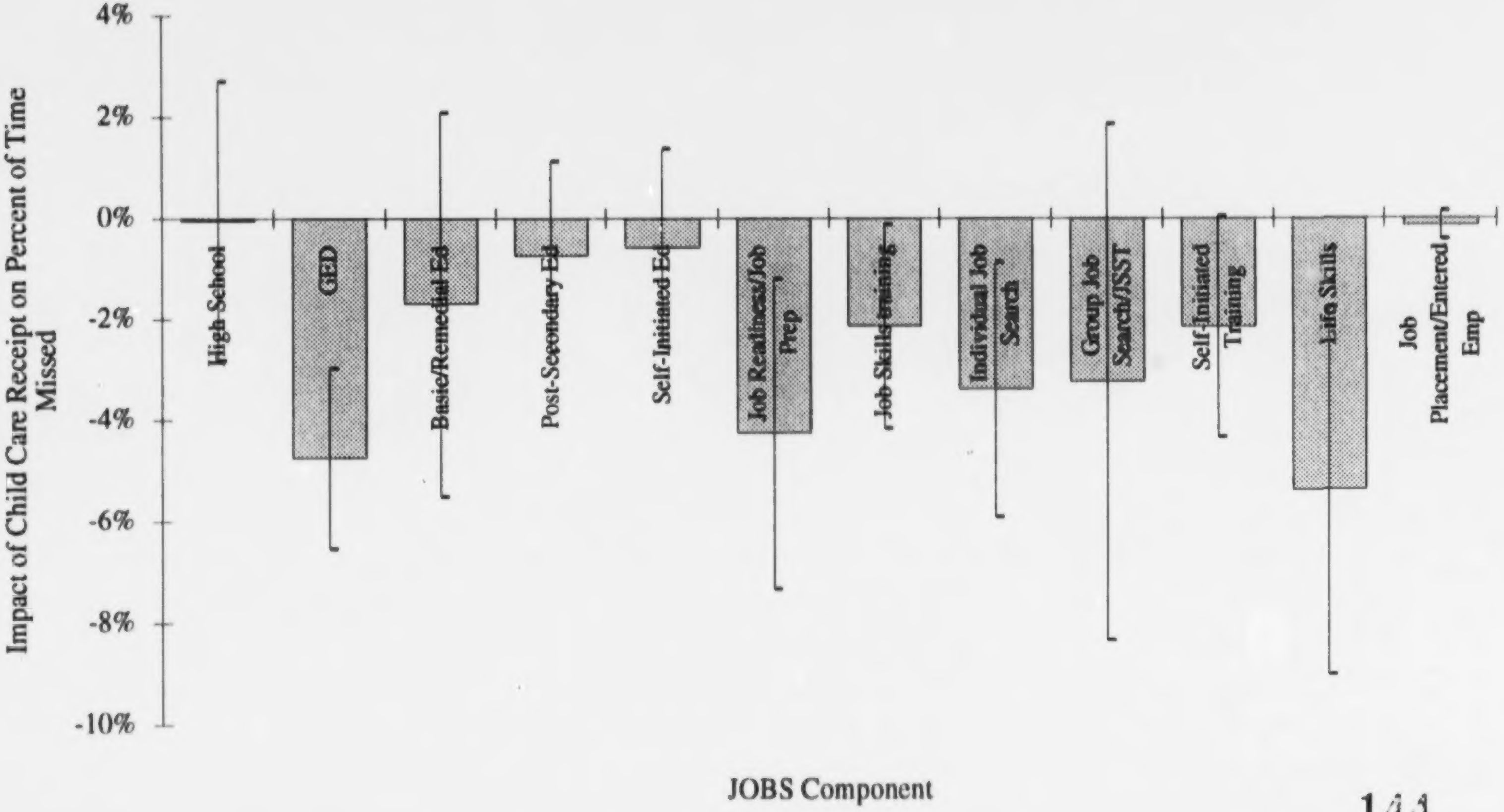
[93] Center for the Study of Human Resources, "Value of Child Care" (1993e), and Section VI of this report.

[94] The closing of intake does not affect the delivery of child care services to dependents of caretakers enrolled and actively participating prior to its closing.

Figure 4.11
Impact of Child Care Receipt on Time Missed, by Component, for All Service Level I and II JOBS Participants



Transportation Assistance. JOBS participants also have access to transportation assistance to facilitate their program participation. Either TEC facilitators or DHS case managers may issue such assistance. In FY1993, transportation assistance (matched at a 50/50 rate under the state's capped JOBS entitlement) was limited to $260 per month per individual; actual payments are typically much smaller. TEC staff provided a cash payment of $2.50 per day for most participants receiving DHS Group Case Management and could authorize greater amounts if determined appropriate due to travel distance and actual expenses incurred by participants. DHS individual case managers provided bus tokens or authorized warrants for payment at the rate of $2.50 per day or more, subject to the same factors used by TEC. Overpayments (due to the participants' failure to attend the activities) are deducted from participants' subsequent payments.

JTPA may also provide transportation assistance as part of the support service package available to participants enrolled in JTPA Title IIA training activities. The type and amount of this support vary by activity and among SDAs. Provision of such support by JTPA programs is a local PIC decision.

Almost all participants who are referred to and enrolled in a JOBS component collect their transportation assistance payment. SL I participants (both those referred to TEC and those excused from immediate participation) were given a one-day payment at orientation.[95] Those referred to TEC received an additional payment for attending their scheduled seminars. The amount of this latter payment has varied. Towards the end of FY 1993, participants were generally given only the amounts necessary to attend the first day of class. Subsequent payments, covering a weekly or bi-weekly period were made after actual participation began. Prior to this change, clients were frequently advanced the first week or two of transportation assistance. It was not uncommon for clients to accept this payment and never arrive at the scheduled activity. There still are some problems with participants who "disappear" after the first day of class.

SL II participants (and others outreached by DHS individual case managers) received no transportation payment at orientation. Transportation assistance was authorized only at the initial interview, coincident with assessment and service planning.

The issuance of transportation assistance in Texas has tightened up in the first three years of the JOBS program. Staff must now thoroughly establish participant need before issuance, a procedure that has been accompanied by an increase in required documentation (to the dismay of delivery staff). Staff are now trying to actively steer participants toward using public transportation (for which less costly tokens are available), and away from the use of private vehicles, cash payments and/or warrants. The JOBS program also will be working more closely in the immediate future with metropolitan transportation authorities (MTAs) in order to provide better and cheaper services to JOBS participants and to identify further state resources that may be used to serve JOBS participants.[96]

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[95] The practice of paying transportation for those excused from immediate participation ceased towards the end of FY 1993.

Although the issuance of transportation assistance is headed towards greater fiscal and operational efficiencies, transportation to and from program activities remains a challenge for most participants. Despite access to some form of public or private transportation, administrators and staff generally acknowledged that transportation remains a serious constraint on program operations. Transportation problems persist, especially in rural, but also in urban environments. These problems are exacerbated by the geographic distribution and site locations of the various JOBS partners and service providers.

Public transportation cannot address the entire problem of getting participants and their children where they need to be. The availability of public transportation systems themselves varies considerably across sites. Nacogdoches has no public transport system; Lufkin only has limited service provided by a trolley system. Inter-city but not intra-city public transportation is available in Hidalgo County. San Antonio has a hub-and-spoke transportation system that serves much of the county, but traveling on this system is very time-consuming given the urban sprawl and the dispersion of employment and training sites. The Dallas/Fort Worth metroplex lacks a regional public transportation system. Fort Worth bus service stops at the city limits. There is no transportation to Arlington, where many new jobs in Tarrant County are located. Transportation to education, training and employment remains a challenge for many JOBS participants.

While most discussions of transportation issues focus on the participants and their problems relative to the locations of education, training and job opportunities, for many JOBS participants an equally troubling *additional* barrier is presented by the problems of transporting their children to and from child care. Participants with small children must see that their children are safely taken to child care centers, family day homes or other sites before they can proceed to the location of their component activity (or activities) for the day. A similar "run" must be made at day's end. As most parents, regardless of income level or welfare stakes quickly attest, the logistics of these arrangements are challenging in two-parent families who have reliable transportation.

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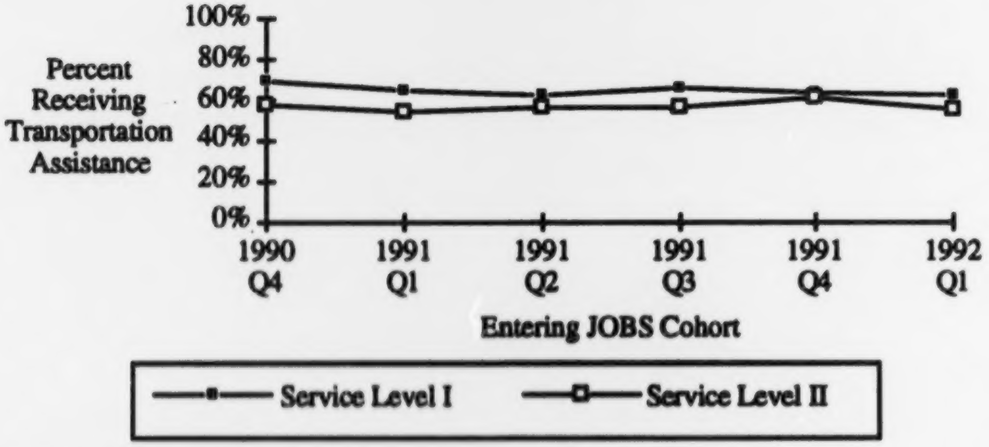
[96] Rider 30 was passed by the 73rd Texas Legislature based on Comptroller John Sharp's Performance Review. Such funds will also be used to augment Texas draw of federal match.

Figure 4.12 shows the use of transportation assistance for the six entering cohorts of JOBS participants in the evaluation sample.[97] Slightly larger shares of SL I participants compared to SL II participants have received such assistance over all six JOBS cohorts examined and the rate has varied little from cohort to cohort. For each cohort, the receipt of transportation ranged between 62 percent and 69 percent for SL I participants and between 54 percent and 61 percent for SL II participants. Across all six cohorts, 65 percent of SL I participants and 57 percent of SL II participants used JOBS transportation assistance, a rate nearly twice as great as that found for child care assistance.[98]

Figure 4.12
Percent of Texas JOBS Participants Receiving
DHS-Funded Transportation Assistance
by Cohort and Service Level, Statewide



Source: JOBS Data System

The provision of transportation assistance appears to play an important role in supporting regular participation in most JOBS components. Figure 4.13 illustrates the independent effects of receiving transportation assistance on the percent of time missed, by JOBS component for all SL I and II participants together. As the length of the bars

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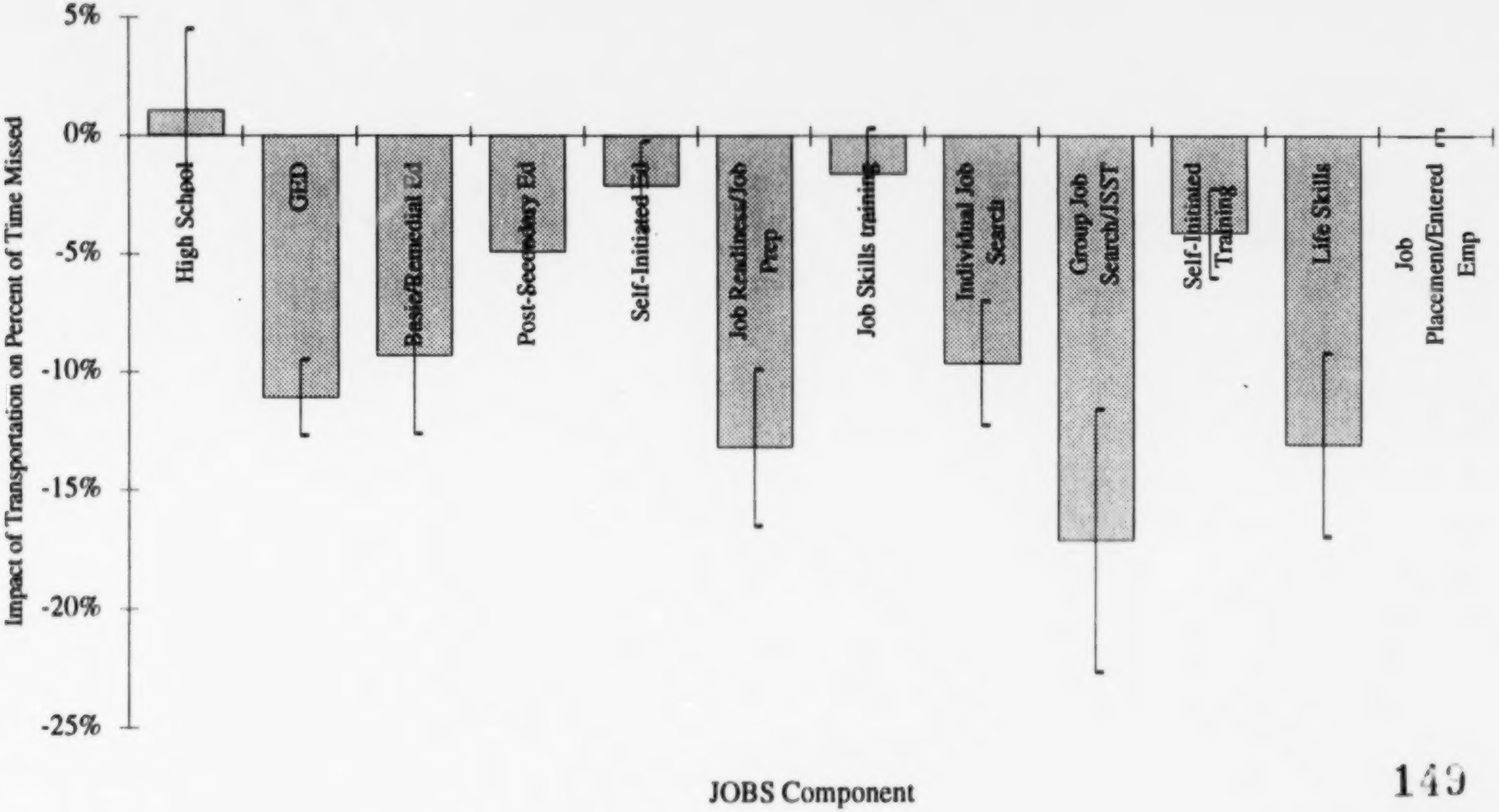
[97] Again, comparable figures for JTPA were not available.

[98] Appendix A, p. A18.

Figure 4.13
Impact of Transportation Assistance Receipt on Time Missed, by Component, for All Service Level I and II JOBS Participants



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and the span of the accompanying brackets indicate, receipt of transportation assistance had statistically significant effects in reducing time missed in all *except* the following components: High School, Job Skills Training, and Job Placement/Entered Employment. The absence of an effect on the High School component is to be expected: most ISDs provide bus transportation for students not located within walking distance of their schools. The estimated effect on Job Skills Training is in the right direction (i.e., negative) and bordering on statistical significance at the 95 percent level. Transportation assistance is not provided to and from the workplace.

It is clear that receipt of transportation assistance is having the desired effects on participation in most JOBS components, independent of demographic, programmatic or other factors. Some of the estimated effects of transportation on components were quite large as indicated by the length of the bars, e.g., greater than 10 percent reductions in time missed. Among these were the effects for GED, Job Preparation and Survival/Life Skills. The effect for Group Job Search/Job Search Training was in excess of 15 percent.

One-Time, Work-Related Expenses. TEC facilitators and DHS case managers can also authorize one-time, work-related expense payments for JOBS participants for specific purchases up to $65 per participant per year. Such payments may also help with transportation expenses related to employment prior to receiving their first paycheck. Staff are rarely requested to provide this support service.

Transitional Benefits. All JOBS participants—in fact all AFDC caretakers—who have their benefits denied due to increased earnings from employment (*and* for whom the appropriate AFDC termination code is entered) are entitled to transitional child care and Medicaid benefits, subject to certain eligibility conditions stipulated by DHS. Transitional child care is typically provided through the CCMS with IV-A Transitional funding after eligibility has been determined by DHS. Participants share responsibility for payment which is based on a sliding scale according to income.

Data are not available indicating the share of transitional benefits accessed by former JOBS and by non-JOBS, ADFC caretakers. CCMS and DHS staff estimate that between 25 and 50 percent of transitional child care benefits authorized are for former JOBS participants. JOBS case managers and TEC facilitators are keenly aware that transitional child care helps participants retain employment. In February 1993, DHS issued a policy memorandum that sought to assure the "roll over" of JOBS transitional recipients into other funding streams at the termination of transitional child care, a policy that supports retention and impedes recidivism. Although JOBS staff state that they regularly inform participants of the availability of transitional benefits, many eligible participants fail to access these benefits. Inappropriate end codes have often caused transitional child care benefits applications to be denied.

B. Time Spent in JOBS Components.

This final subsection briefly examines the amount and nature of the time (in months) SL I and II participants spent in the Texas JOBS program during the first two years of implementation. As with the other analyses in this section, the focus is on the first six entering JOBS program cohorts (i.e., 1990:Q4—1992:Q1) and JOBS participants statewide. This examination deals with three distinct aspects of JOBS participation time. First, the aggregate time spent participating, in terms of calendar months enrolled, for each service level is examined. Because of the wide variation in the duration of JOBS participation, this look at time spent classified participants by whether or not they were still enrolled as of August 31, 1992. Second, the portion of this time (months) in which participants were actively participating (i.e., reporting actual hours) as compared to simply enrolled (i.e., reporting scheduled hours only) is explored. Lastly, the average number of hours per participant in each JOBS activity component across the first 23 months of JOBS in Texas is presented. This subsection is based on detailed information tables contained in Appendix A.

Aggregate JOBS Participation Time. For FYs 1991-92, the Texas JOBS program design essentially called for most SL I participants to participate in short-term activities such as Job Preparation/Readiness, Survival/Life Skills and Job Search. Some would pursue more extensive education and/or skills training, but for the most part it was anticipated that SL Is would complete their program stays within six months on average before securing employment. SL II participants, on the other hand, were expected to enroll in such longer-term components as ABE, GED and Job Skills Training and to complete their stays after about 12 months on average. The data collected was truncated as of August 31, 1992, causing some artificial shortening of the actual program stays for JOBS participants regardless of their program status as of that date, although this effect should be less noticeable for some of the early SL I cohorts.

The mean program participation stay across all six cohorts of SL I participants no longer enrolled in the program was 5 months. The mean declined slightly over the separate cohorts, from a peak of 7 months for the 1990:Q4 cohort to only 3 months for the final one (Table 4.3). This picture of program stay was very much in line with expectations.

For still-enrolled SL Is, the picture was quite different. The mean stay across all cohorts increased to 12 months. Moreover, their mean stay started at 21 months for the first cohort, declining steadily to only 7 months for the 1992:Q1 cohort. Many of these more job-ready participants were clearly staying for much longer periods than anticipated.

Table 4.3
Mean Texas JOBS Program Stays in Months for Participants, By Cohort, Service Level and Enrollment Status, Statewide

	Entering JOBS Cohort:						ALL COHORTS
	1990:Q4	1991:Q1	1991:Q2	1991:Q3	1991:Q4	1992:Q1	
SL I							
-No Longer Enrolled	7	5	5	5	4	3	5
-Still Enrolled	21	19	16	13	10	7	12
SL II							
-No Longer Enrolled	9	7	6	5	4	3	6
-Still Enrolled	21	19	16	13	10	7	15

Source: JOBS Data System

Table 4.3 indicates an unexpectedly similar pattern for SL II participants. The mean program participation stay across all six cohorts of SL II participants no longer enrolled in the program by the end of August 1992 had a mean stay of only six months, a figure not very different from that for their SL I counterparts. The cohort-specific data suggest that the first three cohorts were participating for slightly longer mean stays than their SL I counterparts, before the mean stay became identical for the last three cohorts. Truncation of the data may be affecting the latter cohorts' program stays for SL IIs disproportionately.

Still-enrolled SL IIs have a pattern almost identical to their SL I counterparts. The mean program stay for still-enrolled SL II participants is the same as that for SL I participants in every cohort. However, the mean stay for all still-enrolled SL IIs across the six cohorts was 15 months, more than 3 months above that for SL I participants.

Figures 4.14 and 4.15 provide a different way of looking at JOBS program stay by current (August 31, 1992) enrollment status and service level for all participants statewide, regardless of entering cohort. Each of these figures portrays the share of participants enrolled for a given number of months from 1 to the maximum possible 22 months. For participants no longer enrolled in JOBS on August 31, 1992, the basic time profile looks about the same for Service Levels I and II, although SL I participants exhibit much higher shares with fewer months (particularly 1 to 4 months), and SL IIs lean toward higher shares in months 8 to 21 (Figure 4.14). The time profiles are different for still-enrolled SL I and SL II participants (Figure 4.15). SL I participants still have larger shares of shorter enrollments (1 to 5 months) than do SL IIs and approximately equal

Figure 4.14
Share of JOBS Participants
by Length of Enrollment,
for Those No Longer Enrolled on August 31, 1992,
by Service Level, Statewide

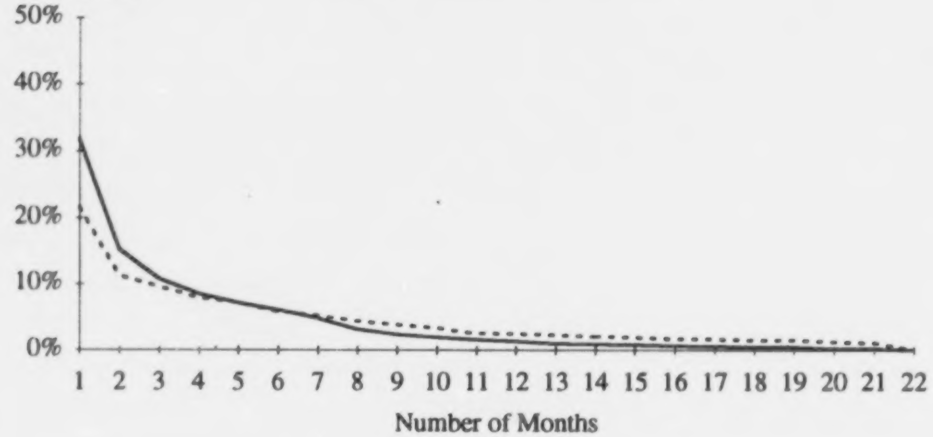
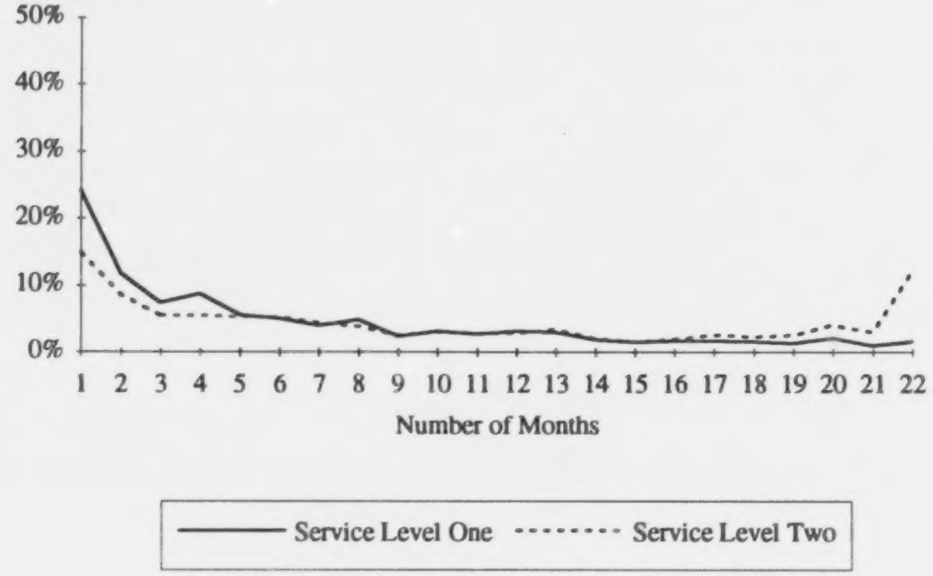


Figure 4.15
Share of JOBS Participants
by Length of Enrollment,
for Those Still Enrolled on August 31, 1992,
by Service Level, Statewide



shares through months 17 and 18. Thereafter, the shares of SL IIs enrolled for the longer periods of 18 to 22 months increases.

Active Versus Inactive JOBS Participation Months. There is far more to participating in any human resource development program than simply being enrolled for a period of time. Earlier research on such programs in Texas has suggested that a key indicator of program effectiveness is what might be referred to as "time on task," that is the portion of the time enrollees' actually spend *actively* participating in components, not just being on the rolls.[99] This discussion briefly examines the extent to which the six cohorts of SL I and II participants have been actively participating in the Texas JOBS program, differentiating between those no longer and those still enrolled as of August 31, 1992. The measure used for this purpose is the percentage of total participation months with actual reported hours in components—as distinguished from those months with scheduled hours but no actual hours reported.

As Figures 4.16 and 4.17 show, regardless of service level or enrollment status, the percent of months spent actively participating improved steadily over the six entering JOBS program cohorts. Such a pattern is fully consistent with the implementation of a new, complex and challenging program based on a collaborative services model. Moreover, while the absolute percentages tend to be higher for participants no longer enrolled than those still enrolled, they do not differ substantially by service level. For all SL I cohorts, the percent of time actively enrolled for no longer enrolled participants was 81 percent, compared to 73 percent for still-enrolled participants. For SL IIs, the corresponding figures were 77 percent and 75 percent, respectively.

Overall these time-on-task levels should be viewed as relatively high given the myriad educational, family and other barriers these AFDC mothers face, as well as the difficulties encountered by the program staff who work with them. Yet, there is still considerable room for improvement. The greater the percent of program time participants spend actively engaged in some JOBS component or activity, the greater their chances of benefiting from their participation are likely to be, whether in terms of educational gains, enhanced employability, improved employment or increased earnings.

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[99] King and Schexnayder (1988), in an analysis of Texas JTPA Title IIA program participation, found that higher time on task was associated with better (gross) employment and earnings outcomes.

Figure 4.16
Percent of Months
Actively Participating In JOBS Components
By Cohort and Enrollment Status
Service Level I

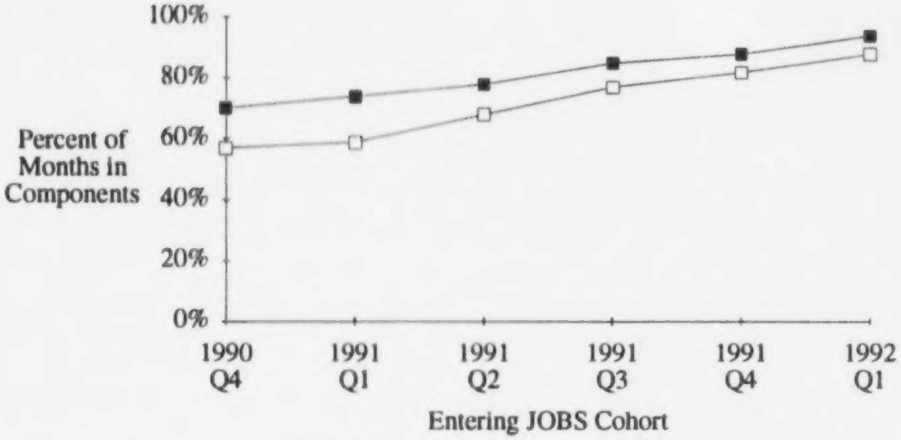
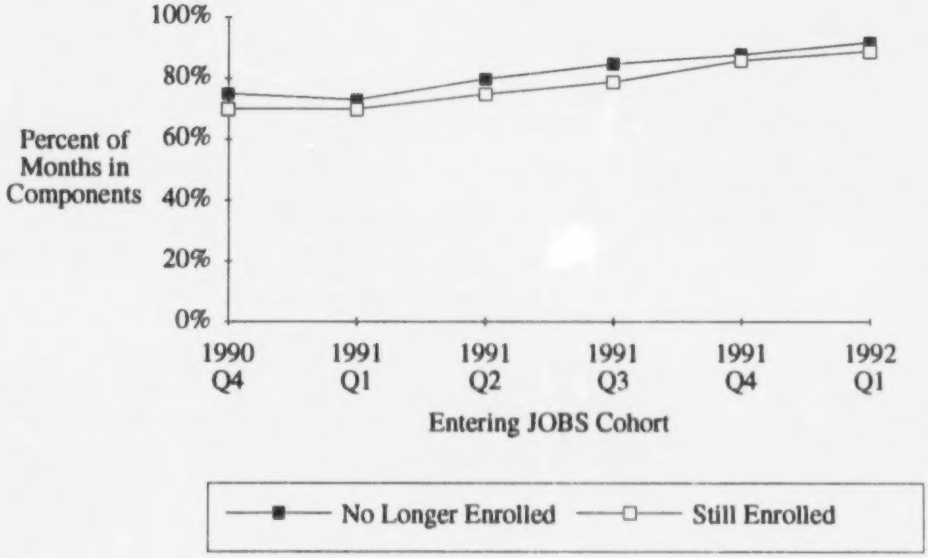


Figure 4.17
Percent of Months
Actively Participating In JOBS Components
By Cohort and Enrollment Status
Service Level II



Source: JOBS Data System.

Average Hours In Specific Components. Another measure of time spent in JOBS components is the average number of reported hours per individual in each component. Table 4.4 presents the unduplicated total number of participants, total hours reported, and the average number of reported hours per participant by service level for each component over the first 23 months of the program in Texas. The average hours per individual is cumulative over the time period; spell data is excluded from the calculation.

Given the program design and service delivery processes described earlier in this report, Table 4.4 contains few surprises. Differences in the average number of reported hours per participant and the number of individuals served was expected to vary among components. The smallest average number of reported hours per participant in any component is in Assessment, which all participants receive. The average number of Assessment hours for SL I and SL II participants (at 9 and 10 hours respectively) are about equal. The largest average numbers of reported hours per participant are in the High School component. A smaller number of SL I participants (265 individuals) received a lower average of 434 hours of instruction compared with a larger number of SL II participants (2,549 individuals) who received on average 533 hours of instruction.

Table 4.4
Statewide SL I and SL II Participants and Reported Hours in the Texas JOBS Program
October 1990 through August 1992
By Component

	Total Number of Participants in Component		Total Number of Reported Hours		Average Reported Hours per Participant	
Component	SL I	SL II	SL I	SL II	SL I	SL II
Assessment	37,235	33,824	328,531	328,303	9	10
High School	265	2,549	115,051	1,359,195	434	533
Adult Secondary/GED	2,141	12,531	337,749	2,536,895	158	202
Basic/Remedial Education	930	3,096	150,893	651,761	162	211
Post-Secondary Education	1,922	1,071	564,559	344,865	294	322
Self-Initiated Education	3,238	1,322	1,019,698	379,182	315	287
Job Preparation/Readiness	14,271	3,011	409,243	137,287	29	46
Job Skills Training	3,498	3,017	767,438	719,251	219	238
Individual Job Search	9,887	3,172	1,080,581	309,410	109	98
Job Search Skills/Group	10,360	1,154	291,673	43,596	28	38
Self-Initiated Training	3,631	2,268	1,233,394	706,603	340	312
Survival/Life Skills	13,375	8,311	317,698	308,485	24	37
OJT	217	278	52,131	80,918	240	291
Entered Employment	7,123	5,553	1,660,580	1,309,873	233	236

Source: JOBS Data System.

In every education component, the average number of reported hours per participant suggests that JOBS participants as a group have had at least adequate access to a range of educational opportunities. Dramatically larger numbers of SL II participants spent on average about 25 percent more hours than did SL I participants in the Adult Secondary/GED and Basic/Remedial Education components. The smaller numbers of SL I participants received on average 158 hours of instruction in the Adult Secondary/GED and 162 hours of instruction in the Basic/Remedial Education components. At the rate of 16 to 20 hours per week, the average SL I participant in these components received 8 to 10 weeks of instruction. SL II participants in these components received on average 202 hours in the Adult Secondary/GED and 211 hours of instruction in the Basic/Remedial Education components or approximately 10 to 13 weeks of instruction.

More SL I than SL II participants were served in Post-Secondary (1922 individuals to 1071 individuals) and Self-Initiated Education components (3238 individuals to 1322 individuals) with minimal difference in the average number of reported hours. SL I participants in Post-Secondary Education received on average 295 hours of instruction and SL II participants received on average 322 hours of instruction; both figures correspond to about two semesters of instruction with a minimum full-time course load of twelve hours. The slightly higher average number of hours reported for SL I participants in Self-Initiated Education compared to SL II participants (315 to 287) also corresponds to roughly two semesters of post-secondary instruction or 16 to 20 weeks of adult education scheduled at 16 to 20 hours per week. It is likely that the SL II participants in Self-Initiated Education were enrolled in adult education components. Assuming so, the per participant average of 287 hours corresponds to 14 to 18 weeks of instruction at 16 to 20 hours per week.

As reported in Table 4.4 and elsewhere in this document, enrollment in the Job Preparation/Readiness, Job Search Skills Training and Individual Job Search components is dominated by SL I participants. Surprisingly, the average number of hours per participant in Job Preparation/Readiness and Job Search Skills Training/Group Job Search components are higher for SL II than SL I participants (46 to 29 hours in the former and 38 to 28 hours in the latter). The average number of reported hours in Individual Job Search (the equivalent of 5 to 5 1/2 weeks at 20 hours per week) is about equal for SL I and SL II participants at 109 and 98 hours respectively.

Both the number of participants and the average reported hours in the Survival/Life Skills correspond to program expectations. Fewer SL II than SL I participants (8,311 individuals to 13, 375) received a larger average number of reported hours per participant (37 hours to 24 hours) in this component. Survival Skills, by design, is a 40 hour seminar that is recommended for SL II participants; it is not, however, regularly scheduled or available in all substate areas. A 20 hour Life Skills seminar has been provided statewide by JOBS contractors primarily for SL I participants.

As also mentioned earlier in this report, Job Skills Training and Self-Initiated Training are regularly pursued by SL I and Sl II participants. As Table 4.4 indicates, the average number of reported hours for SL I and SL II participants are similar, but slightly higher for SL II participants in Job Skills Training (238 hours to 219 hours) and marginally higher for Sl I participants in Self-Initiated Training (340 hours to 312 hours). Among the relatively few individuals statewide who participated in On-the-Job-Training, the average hours reported per SL II participant (291 hours) was about 25 percent higher than the average hours reported for SL I participants (240 hours)

The average number of hours reported for SL I and SL II participants in the Employment Entry component (at 233 hours and 236 hours) is almost identical.

C. Key Findings.

Key findings concerning activities and services in the Texas JOBS program are summarized below.

- Participants in the Texas JOBS program have access to an array of education, job skills training, job-readiness components and support services that are designed to help them prepare for, enter, and retain employment.

- The program has heavily emphasized education. More than a quarter of all participation hours for SL I clients and nearly three-fifths for SL II during the first 23 months of JOBS in Texas were reported in education components.

- Although much smaller numbers of SL I participants are involved, the proportion of SL I and SL II participants attending Adult Secondary/GED classes increased during these first two years.

- Program staff widely recognize the importance of improved access to and the advantages of advanced education and job training. Across the first 23 months of JOBS in Texas, 5 percent of all SL I participants and 3 percent of all SL II participants had reported hours in the Postsecondary Education component. Additionally, 9 percent of all SL I participants were tracked in the Self-Initiated Education component, an unknown number of whom were probably receiving postsecondary instruction.

- Job Skills Training was pursued by both SL I and SL II participants. Across the first 23 months of JOBS in Texas, around 9 percent of all SL I and SL II participants had reported hours in Job Skills Training. During the same period, approximately 10 percent of all SL I and 7 percent of all SL II participants had reported hours in Self-Initiated Training.

- On-the-Job Training was virtually non-existent for either SL I or II participants. Across the first 23 months of JOBS only 217 SL I and 278 SL II participants had any hours reported in OJT.

- Voluntary Work Experience is becoming an increasingly important JOBS components. Staff are challenged to identify VWE opportunities that match the needs of participants and employers.

- Job readiness and job search activities provided by JOBS contractors have served predominantly SL I participants. Job Development and Placement services at TEC are underutilized.

- Survival and Life Skills training, provided by DHS and TEC facilitators respectively are generally, but not unanimously, well-received by program staff and participants alike. Increased self-esteem, motivation, and decision-making capacity are intangible benefits of the JOBS program that are regularly attributed to this component.

- Without child care and transportation assistance many individuals would not be able to fully participate in JOBS. These support services have had beneficial and statistically significant affects on attendance in several key JOBS components and have helped the JOBS program in Texas attain the federal participation target.

- The mean program participation stay varied little between SL I and II participants in the first two years of JOBS. The mean program participation stay across all six cohorts of SL I participants no longer in the program by the end of August 1992 was 5 months. For continuing SL I participants, the mean stay across all cohorts increased to 12 months. SL II participants no longer in JOBS had a mean stay of 6 months. The mean stay for all continuing SL II participants was 15 months, 3 months above that for SL I participants.

- The "time on task" (the portion of the time spent *actively* participating in components) improved steadily over the six entering JOBS program cohorts for both Service Levels, regardless of whether they had left or were continuing in the JOBS program.

- The average numbers of reported hours per individual in each component across the first two years of JOBS in Texas indicate that SL I and SL II participants received a level of services broadly commensurate with individual needs anticipated in the service level sorting process, component designs, and service delivery patterns. The average hours per participant were higher in education and job skills training components and lower in job readiness (including Survival/Life Skills) and job search components.

V. JOBS Program Impacts

Research Question 5: *What have been the immediate and longer-term outcomes from JOBS program participation, in terms of labor market outcomes (i.e., employment and earnings) and returns to welfare? Are there significant differences by program component or service level? Is there significant variation among the substate geographical areas? Which factors are associated with successful labor market outcomes or returns to welfare?*

A. Background

A stated goal of the JOBS program is economic self-sufficiency for AFDC families. Many factors outside of the realm of the JOBS program can influence a family's ability to achieve economic self-sufficiency, including the structure of the family itself. While two parents working at minimum wage jobs can earn enough to become independent of public assistance, a single parent in the same type of job who does not receive child support cannot achieve economic self-sufficiency for her family. Other tools besides employment must be used if these single-parent families are to become self-sufficient, including more successful awarding and collection of child support and full utilization of income-enhancing strategies available through the tax code, (e.g., the Earned Income Tax Credit).

While it is unrealistic to expect AFDC caretakers to achieve economic independence through employment alone, the JOBS program can be an important step *toward* economic self-sufficiency for AFDC families.[100] By enhancing the labor market potential of AFDC caretakers, the JOBS program can increase the labor force attachment of AFDC caretakers. If the program works as designed, AFDC caretakers should accomplish several desirable objectives:

1) the caretaker's increased earnings should reduce the amount of public assistance that the family receives;
2) the earnings should give the caretaker's family access to the income supplements available to heads of other working families; and,
3) the increased educational levels obtained by many JOBS participants should have a positive impact on caretakers' children, both in school performance and their own future success as adults.[101]

Measuring all of these effects is not yet possible, given the relatively short time that the Texas JOBS program has been operating, the longer-term nature of some of the expected benefits from the JOBS program and the lack of availability of the requisite data. However, the effects of the JOBS program on immediate outcomes for AFDC caretakers, particularly on rates of AFDC exits and employment, can be measured. Within the time limits of available data, longer-term outcomes, such as earnings patterns and rates of AFDC recidivism, can also be determined for early participants. Finally, both the program and other factors influencing these outcomes can be identified for both JOBS Service Level I and II participants.

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[100] For a more complete discussion of economic self-sufficiency for AFDC families and the contribution of the JOBS program toward meeting that goal, see the issues paper written as part of this evaluation: *Economic Self-Sufficiency for AFDC Families* (May 1993a).

[101] Zill et al. (1991).

B. Methods of Analysis

Estimation Methodology: Quasi-Experimental Net Impact Design. The initial research design called for examining *gross* welfare receipt and labor market outcomes from JOBS over time and comparing them with those from programs in the period immediately preceding JOBS, after adjusting statistically for the influence of key demographic, programmatic and other environmental factors.[102] Center researchers ultimately dropped the initial design in favor of a more complex, but more appropriate methodology—quasi-experimental, net impact analysis—following recent research by Heckman and Hotz (1989) and Bowman (1993).

The preferred methodology for calculating the net impact of training programs is an experimental design featuring random assignment to control and treatment groups.[103] This procedure is costly and has many practical problems in implementation.[104] The quasi-experimental approach used here is far less costly and is the only available method of obtaining net impact estimates given the time and resource constraints of this evaluation.

This approach requires the establishment of a comparison group of AFDC caretakers who were similar to the sample of JOBS participants (in terms of gender, race/ethnicity, education, prior work experience, earnings and length of welfare receipt) but who did not participate in JOBS. As explained in Heckman and Hotz (1989), for this type of impact analysis it is crucial that earnings and other outcome patterns be virtually identical in some *pre*-participation time period which is unaffected by the decision to participate, thereby avoiding most of the problems associated with selection bias. This important condition has been met in the data set created for the current Texas JOBS program evaluation.

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[102] This approach was utilized by Center researchers in previous research on Texas welfare-to-work and training programs; for example, see King and Schexnayder (1992).

[103] This methodology is being utilized in the national JTPA evaluation by Bloom, et al. (1993) and now being employed in the ongoing national JOBS evaluation by MDRC and SPR Associates as well; see Manpower Demonstration Research Corporation (1991b).

[104] Among those problems are a long pre-program setup period, difficulty in obtaining true random assignment, contamination bias, and recruitment of training center participation. See Manski and Garfinkel (1992) and Chapter 5 by J. Heckman for a thorough discussion of randomized program evaluation.

In addition to controlling for key pre-program differences, differences in outcomes for both the JOBS sample and the comparison group are accounted for by using multiple regression techniques. The dependent variable of each regression measures the desired outcome (e.g., UI-based earnings). The independent variables used include demographic variables, environmental variables, and a variety of program variables—measuring both JOBS and other program participation—designed to estimate the relationship between participation in a JOBS component and a desired outcome.[105]

Research Sample and Comparison Group Construction. A research data set was developed by drawing six random samples of approximately 3,300 JOBS participants each (for a total of nearly 20,000 JOBS participants) who entered the JOBS program in the following calendar quarters: 1990Q4 (the first quarter of the JOBS program), 1991Q1, 1991Q2, 1991Q3, 1991Q4, 1992Q1, and 1992Q2.

For the purposes of this evaluation, JOBS participants were defined as any female, AFDC Basic, SL I or II caretaker with at least one actual hour in any JOBS component.[106] Such individuals comprise 93 percent of all Texas JOBS participants. Persons not meeting this definition were excluded from the pool of JOBS participants prior to sampling.

A comparison group of approximately 20,000 AFDC caretakers was selected from the pool of nonJOBS AFDC caretakers by first matching *exactly*: on the following variables DHS region, service level, race/ethnicity, groups of employment services (ESP) codes, and presence on the AFDC rolls in the quarter in question.[107] Among the remaining pool of AFDC caretakers, the persons with the most similar characteristics to the JOBS participants were selected for the comparison group. Variables used to select these 'nearest neighbors' were: age of caretaker, number of children, age of youngest child, and total time on AFDC.

Selected characteristics of both the JOBS sample and the comparison group are displayed in Table 5.1. No significant differences were found between the JOBS sample and the comparison group for any of these variables. Specification tests originally

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[105] Strictly speakiing, selection bias may be an issue with estimating the component-by-component effects, but because of the very low benefits offered in Texas, its presence is not likely to cause large distortions in the estimated relationships. For more on selection bias issues, see Bowman (1993) and Blume et al. (1993).

[106] The first hour of assessment is recorded under scheduled hours in the JOBS data system. Because of this practice, persons with only one scheduled hour of assessment could also meet the evaluators' definition of a JOBS participant.

[107] Because exact matches could not be obtained for every person in the JOBS sample, the total number of persons in the JOBS samples is slightly larger than the total number of comparison group members. Matching exactly on service level implies matching on education, recent work experience, and barriers to participation, as these are the factors that determine an AFDC recipient's service level.

Table 5.1
Selected Characteristics of JOBS Sample and Comparison Group
(All cohorts combined)

	JOBS Sample	Comparison Group
Total Observations	19,854	19,763
Total Number in Each Cohort		
1990 Qtr 4	3220	3207
1991 Qtr 1	3354	3349
1991 Qtr 2	3364	3354
1991 Qtr 3	3273	3256
1991 Qtr 4	3340	3317
1992 Qtr 1	3303	3280
Service Level (percent distribution)		
1	55.9	55.8
2	44.1	44.2
Target Group (percent distribution)		
Not in Target Group	20.1	25.2
36 of last 60 months	51.9	47.5
Less than 24 without H.S.	17.5	17.6
Less than 24 without W.E.	2.5	2.0
Youngest child w/in 2 years	2.1	2.1
Unknown	5.3	5.6
Race/Ethnicity (percent distribution)		
Black	45.6	45.6
Hispanic	33.0	33.0
White/Other	21.4	21.4
Age of Caretaker (mean years)	28.6	28.5
Total Time on AFDC (mean days)	1922	1877
Total Children (mean)	2.0	2.0
Age of Youngest Child (mean years)	4.3	4.3
Years of School Completed (mean years)	11.2	11.0
Percent in each DHS Region*		
1/2	5.4%	5.4%
3/12	6.0%	6.0%
4	4.2%	4.2%
5	18.6%	18.6%
6	6.3%	6.3%
7	6.3%	6.4%
8	10.0%	10.0%
9	11.0%	11.0%
10	4.3%	4.3%
11	27.8%	27.8%

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* DHS Regions listed here are regional designations in effect prior to September 1993.

developed by Heckman and Hotz were used to compare preJOBS earnings for both groups for 1988 and 1989, a period 18 months to 3 years prior to program entry for sampled JOBS participants. Having similar long-term preprogram earnings for treatment and comparison groups is critical to this approach, in that immediate preprogram earnings often differ due to very transitional group differences which should not be used for matching purposes.[108] No significant differences were found for preprogram earnings between the groups. A more complete description of the methodology used to select the comparison group, as well as further statistics describing differences for the two groups by cohort, are displayed in Appendix B.

Time Periods and Geographic Coverage. This evaluation estimates the impact of JOBS participation for SL I and SL II caretakers who began participating in the JOBS program between November 1, 1990 and March 31, 1992. This period was divided into six time frames loosely referred to as 'quarters', and the individuals who were sampled from each quarter will be referred to as 'cohorts.'[109]

Most of the data used in this analysis covers approximately the first two years of the JOBS program (October 1990-August 1992). However, the UI earnings and AFDC spell data used to calculate long-term outcomes span a longer time period. The longest running data set includes the UI earnings data, which covers the period January 1988 through March 1993. The out-of-period UI earnings data are used in two ways. The 1988 and 1989 data were used as described above for the specification tests. The UI earnings data collected after the study period are used to measure long-term employment and earnings outcomes. AFDC spell data, which are available through February 1993, are used to calculate AFDC exits and recidivism.

During its first two years of operation, the Texas JOBS program was available in 82 of the 254 counties. Statistics referring to these 82 counties are labeled 'statewide'. The JOBS program has been implemented differently in different parts of Texas. In order to analyze the effect of substate variation on outcomes, regional dummy variables are included in the regressions to determine any differences in outcomes that can only be attributed to geographic location.

Variables Used and Structure of Regression Analysis. The dependent and independent variables used in the regressions are discussed below. A complete description of these variables is included in Appendix B.

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[108] See Ashenfelter (1978) and Bassi (1983) on the importance of the preprogram earnings 'dip' in evaluations of such programs.

[109] Due to the structure of the data, it was not possible to determine whether October 1990 participants were new enrollees or carryovers from the REFOCUS program. They were omitted from this analysis, resulting in a two-month cohort for 1990Q4.

Dependent variables. The modeling of outcome variables is based entirely on two sources of data: UI earnings and AFDC spell data for the individual clients. For each quarter for which data were available, these data were used to measure the relationship of individual demographic, program and county variables to the following outcomes:

- probability of exit from AFDC
- probability of exit from AFDC to employment
- probability of employment regardless of AFDC exit
- quarterly earnings
- probability of AFDC recidivism

Because the JOBS program is seeking to produce permanent exits from AFDC, two kinds of "impermanent" exits were not tabulated in these regressions: exits shorter than one month or those due to the client being sanctioned.

Independent variables. The independent variables used in the outcome regressions measure demographic, environmental (largely economic), and program factors. Because one objective of this study is to measure the influence of JOBS program component variables on outcomes, only those variables will be discussed in the text. Table 5.2 summarizes the JOBS program variables used as independent variables in the analysis.

Basic structure of regressions. The manner by which the program variables were modeled was dictated primarily by the structure of the data on program participation obtained from the data systems used by JOBS, JTPA, and TEC. In general, various combinations of activity and component codes from these primary sources were used to tally activity in the following broad areas: assessment, education, training, life skills enhancement, job readiness/job search, and other. For example, the variable 'JOBS training' is the sum of the number of hours spent in any of three JOBS components: job skills (vocational) training, self-initiated training, and on-the-job training.

Some participants received only assessment as their entire JOBS program experience. Since these individuals did not receive any substantive services, the dummy variable JASO (i.e., JOBS Assessment Only) has been included to account for the fact that their experience constitutes a much different treatment than other JOBS participants.

Variations from basic methodology. Due to the structure of the data, the measurement of both substate variation in outcomes and AFDC recidivism required modifications to the basic methodological approach described above. These modifications are described here.

Table 5.2
JOBS Program Variables

Variable Name	Explanation	Units
JOBSASO	Client was in the JOBS program, but received only assessment.	Dummy variable
JOBSEDU	JOBS Education. Includes High School, GED, Basic/Remedial Ed, Post-Secondary Ed and Self-Initiated Ed.	Number of hours when finished with activities.
JOBSLSS	JOBS life skills/survival skills training.	Number of hours when finished with activities.
JOBSTRG	JOBS training. Includes Job Skills Training, Self-Initiated Training, and OJT.	Number of hours when finished with activities.
JOBSJSR	JOBS job search. Includes component Job Readiness/Job Prep, Individual Job Search, and Group Job Search/JSST.	Number of hours when finished with activities.
JOBSASE	JOBS assessment. In some cases, assessment is not recorded, and we have assumed that the JOBS client received at least one hour of assessment.	Number of hours when finished with activities.
IN_ACTIVITIES	JOBS participant is currently engaged in activities.	Dummy Variable

The initial research design for this project called for measuring substate variation in outcomes by duplicating the statewide methodology for the four substate sites selected for in-depth study. However, because the pools of nonJOBS caretakers available to create comparison groups in these geographical areas were limited in size, the drawing of comparison groups was unsuccessful. Accordingly, the substate analysis was conducted by adding regional variables to the statewide regressions to identify substate differences in outcomes.

The model used to measure the effect of the JOBS program on AFDC recidivism differs somewhat from that used for the other outcomes for two primary reasons.

> 1) Different lengths of postprogram data are available for each cohort. Particularly for the later cohorts, insufficient data are available to fully measure the impact of the JOBS program on AFDC recidivism; and,
>
> 2) Because recidivism is measured only for persons who both left AFDC and subsequently returned, the sample size is far smaller than for the other regressions.

Due to these factors, the array of JOBS program variables was collapsed into the single variable JOBSHRS, which is the sum of all hours spent by the client in JOBS activities. Regressions were then run for each cohort to measure the relationship between total hours of JOBS participation and the probability of AFDC recidivism. A complete description of this methodology and the reasons for its selection are included in Appendix B.

C. Research Results

The influence of program participation on certain outcomes should have two stages. While the JOBS participant is involved with program activities, there should be a smaller tendency for the person to exit from AFDC in part because the participant perceives that continued participation in the JOBS programs will bring about beneficial future outcomes. However, when the person has completed the activities, there should be an increase in the likelihood of AFDC exit because of the improvements to the person's employability brought about by program participation.

The unadjusted net impacts presented below do not account for this two-stage process. Those impacts simply compare outcomes for all members of the JOBS sample and comparison group, whether they are still enrolled or not. In the regressions, however, a dummy variable named IN_ACTIVITIES is used for all JOBS participants as long as they are participating in component activities. The coefficient for this variable is interpreted as the effect on the dependent variable of being actively engaged in a JOBS activity. The coefficients of the other JOBS program participation variables show the effect of JOBS programs *after* the participant has completed all programs. If this hypothesis is correct, the variable IN_ACTIVITIES should be negatively associated with outcomes, while the individual JOBS component variables should be related to positive AFDC exits, employment, and earnings.

The results from regressing outcome measures on JOBS participation variables must be interpreted carefully. The quasi-experimental technique discussed above allows differences in outcomes between the JOBS and comparison groups to be attributed to the JOBS program, but it does not determine the causal relationship between individual components and outcomes measures. Thus, the estimated coefficients on JOBS program variables are interpreted as the degree of correlation between those components and the given outcome measure, rather than the change in the outcome measure necessarily due to those JOBS components. This said, the words "impact" or "effect" will be used below to indicate the degree of association between the JOBS participation variables and the given outcome measure.

Overall Exits from AFDC. Approximately half of the sampled JOBS participants and the comparison group left the AFDC rolls by February 1993. Many factors other than the JOBS program can influence an AFDC caretaker's exit from AFDC. While exits related to employment at any wage account for 53 percent of all exits in this study, previous research on total AFDC populations has shown that most exits from AFDC are due to a change in family status.[110] Examples of such exits include marriage or re-marriage, ineligibility due to a child's age, or a child's moving out of the caretaker's home. The first outcome measures the rate of *all* AFDC exits, including both exits due to a change in family status and other types of exits, such as exits due to employment or moves to other states.

The net impact of the JOBS program on all AFDC exits is defined for this analysis as the difference between the AFDC exit rates for the JOBS sample and the comparison group. These impacts are measured four quarters after entry into the JOBS program for all cohorts. For the early cohorts, results six quarters after program entry are also presented. Graphs showing complete quarterly measures for all cohorts are contained in Appendix C.

As shown in Table 5.3, almost all cohorts of JOBS participants were significantly less likely to exit AFDC within four - six quarters of program entry than comparison group members. This is true for both SL I and SL II caretakers. The differences in AFDC exit rates varied widely by cohorts, ranging from a 5 to 36 percent difference between exit rates for JOBS and comparison group members. The negative net impacts on exits were somewhat expected because a portion of the JOBS sample was still enrolled in the program 4-6 calender quarters after program entry.

The net impacts shown in Table 5.3 group all JOBS participants and seek to determine if there is an observable difference between *all* members of the JOBS sample and *all* members of the comparison group. Thus, a person who receives only assessment is combined with a person who had 120 hours of education or training, or some other significant activity. To separate the effects of different treatments, the regression methods described earlier must be used. Figure 5.1 shows the results of the regression analysis for the outcome measuring all AFDC exits. The vertical bars show the change in AFDC exit probability associated with various JOBS components, after controlling for other factors. For each of the broad components (education, training, etc.) there are two bars. The bars labeled with the prefix "SL I" refer to the effect of the particular component on exit probabilities for SL I caretakers. Similarly, for SL II, the bars are labeled "SL II."

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[110] See especially: Bane and Ellwood (1983), Ellwood (1986), and O'Neill et al. (1984) for national research findings; see Schexnayder, King and Olson (1991) and King and Schexnayder (1992) for similar Texas findings.

The quantity graphed is calculated by computing the product of the regression coefficient and the weighted average number of hours spent in that component. Since the regression coefficients express impact per hour of effort, this product gives the magnitude of impact for a weighted average of the number of hours in the component for SL I and II caretakers who are no longer enrolled in JOBS. Table 5.4 shows the number of hours in program components that were used to compute these impacts.

Table 5.3
Net Impact of JOBS Program on Overall Exits from AFDC

Service Level I

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.248	0.323	0.288	0.356	0.292	0.359
Comparison Group	0.310	0.388	0.353	0.386	0.349	0.394
Difference	-0.062***	-0.066***	-0.066***	-0.030*	-0.057***	-0.035**
Percent Difference	-22.2%	-18.4%	-20.4%	-8.1%	-17.7%	-9.3%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.272	0.291	0.295	N.A.	0.250	N.A.
Comparison Group	0.340	0.369	0.311	N.A.	0.282	N.A.
Difference	-0.069***	-0.079***	-0.016	N.A.	-0.032**	N.A.
Percent Difference	-22.4%	-23.9%	-5.2%	N.A.	-12.0%	N.A.

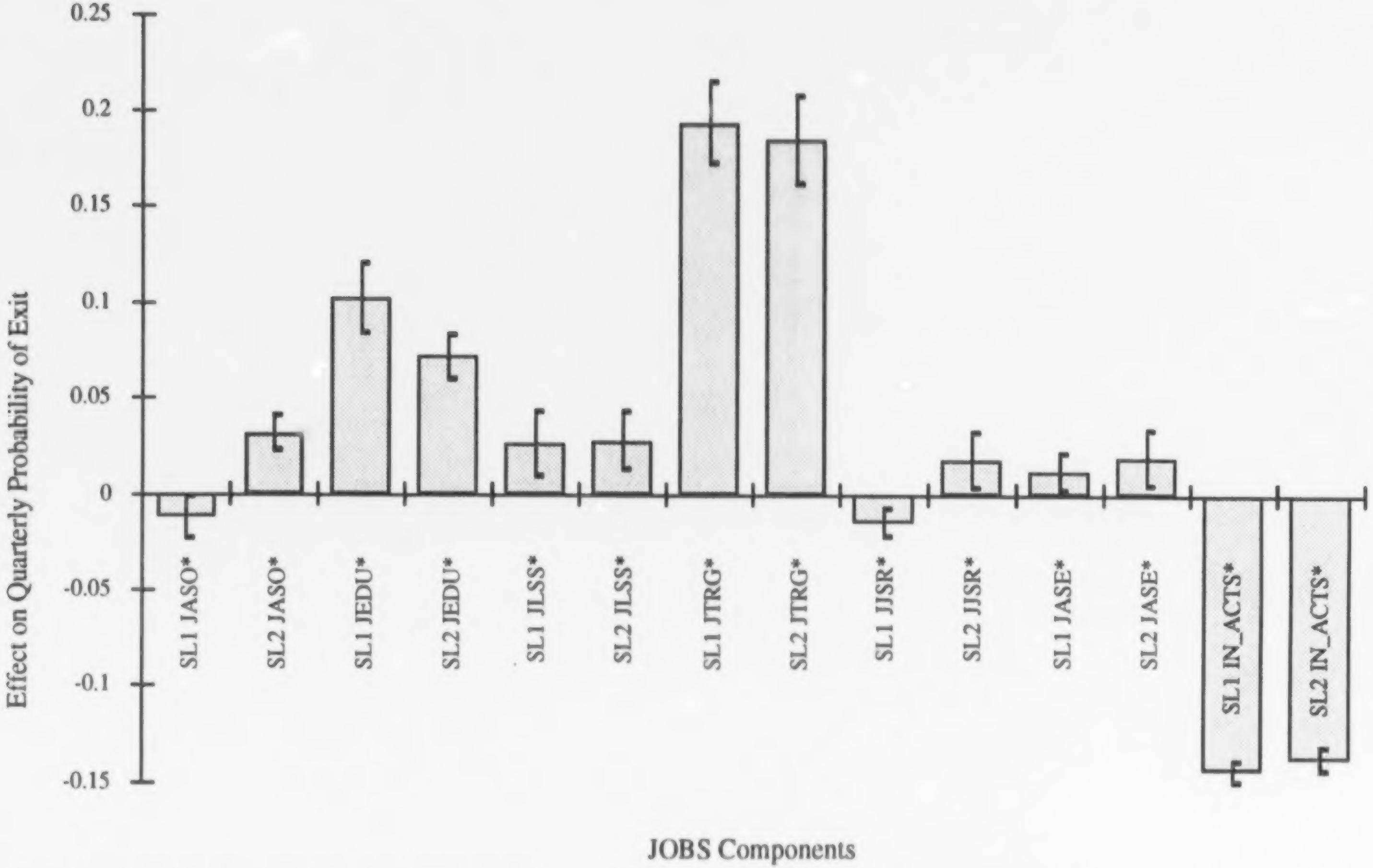
Service Level II

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.185	0.239	0.215	0.287	0.207	0.286
Comparison Group	0.267	0.309	0.287	0.319	0.274	0.328
Difference	-0.082***	-0.069***	-0.072***	-0.032*	-0.068***	-0.042**
Percent Difference	-36.1%	-25.3%	-28.6%	-10.5%	-28.2%	-13.8%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.219	0.243	0.221	N.A.	0.194	N.A.
Comparison Group	0.260	0.289	0.241	N.A.	0.225	N.A.
Difference	-0.041**	-0.046***	-0.020	N.A.	-0.031	N.A.
Percent Difference	-17.3%	-17.3%	-8.7%	N.A.	-14.7%	N.A.

Notes:
a) This table presents rates of overall absence from AFDC measured as of the 4th and 6th quarters following assignment to a cohort.
b) A two-tailed t-test was applied to determine statistically significant differences between the JOBS sample and comparison group. Statistically significant levels are indicated as:
*** equals 1 percent, ** equals 5 percent, and * equals 10 percent.
Source: JOBS Outcomes Research Data Set.

Figure 5.1
Effect of JOBS Components on Probability of Exit from AFDC



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

Table 5.4

Weighted Average Hours of Effort for JOBS Participants

Assessment	9
Education	254
Job Search	56
Life Skills	27
Training	287

There are two ways to tell from Figure 5.1 whether an impact is statistically significant at the 95 percent level. The brackets around the ends of the impact bars show the upper and lower 95 percent confidence limits for the value of the true impact. If the confidence limits do not cross the horizontal axis, the impact is significant at the 95 percent level. Statistical significance is also indicated by an asterisk after the component name. In addition to the statistical significance of a variable, its importance is determined by the magnitude of its effect (as shown by the height of the bars).

As expected, current enrollment in JOBS component activities is associated with much lower probabilities of exiting AFDC. However, for those who have finished their activities, most of the activities are statistically significant, and some are associated with very pronounced positive impacts on AFDC exits.

Training (JTRG)–which includes the JOBS components job skills training, self-initiated training, and OJT–is associated with the largest impacts on AFDC exits of all the major components, with similar impacts for both service levels, Education (JEDU) also greatly increases AFDC exit rates, especially for SL I females. The difference between the education impacts for SL I and II participants can probably be attributed to a difference in the types of education received. As discussed in Section IV, SL I participants received larger shares of postsecondary or self-initiated education, while SL II participants generally were enrolled in GED preparation, Basic/Remedial classes and High School. Life Skills training (JLSS) shows small but positive impacts for both service levels.

For SL I participants, job search–which includes both job readiness and job search components–(JJSR) is associated with significant but negative impacts. However for SL II women, job search has a small, positive effect. One possible reason for these contradictory results may concern the manner in which job search delivery differs for SL I and II participants. Typically, SL I JOBS participants are referred for job readiness and job search prior to enrollment in other components; JR/JS are primary components for this group. Persons who are not successful either drop out or are referred to other, more intensive services. If large numbers of SL I participants are not successful after their initial round of job search activities, the effect of this variable could be diluted. However, SL II JOBS participants generally receive job search services *after* having been enrolled in some more intensive treatment.

The impact on exits for assessment only (JASO) is barely significant and negative for SL I participants, but is significant and positive for SL II participants. This result is a little puzzling, since assessment only should have no impact on exits. Impacts for assessment in conjunction with other components (JASE) for both service levels are just barely significant and positive. Assessment—in either form—is a difficult variable to characterize. The impacts of assessment may be capturing more than it should (e.g., Case Management).

Probability of Exit from AFDC to Employment. The preceding section discussed the effect of the JOBS program on the probability of exiting AFDC. However, because the JOBS program is training AFDC recipients for employment, the following outcome only measures AFDC exits which are associated with employment.[111] As mentioned above, these types of exits account for 53 percent of all AFDC exits observed during the study period.

The net impact of the overall JOBS program on exits associated with employment four and six quarters after program entry are displayed in Table 5.5. Generally, the differences between the JOBS and comparison groups are insignificant. Approximately 18-24 percent of SL I JOBS participants were both off AFDC and employed six quarters after program entry. A smaller share of SL II participants (12-15 percent) met these conditions. This is not surprising due to the greater labor market barriers for SL II participants.

The impacts of individual JOBS components on the probability of exit to employment are displayed in Figure 5.2. As with all exits, the impact of being in activities is strongly negative, and most program effects are significant and positive. The only differences in significance between the impacts for job exits and all exits are that, for job exits, assessment only (JASO) and job search (JJSR) are insignificant for SL I participants. These variables had small but significant negative effects on all exits.

In addition to examining the impact on exits to employment at any level of wages, the factors influencing exits to jobs paying wages which might constitute economic self-

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[111] Because closure codes in the JOBS data system underreport employment, these exits associated with employment have been computed from UI earnings and AFDC spell data.

Table 5.5
Net Impact of JOBS Program on Exits from AFDC to Employment

Service Level I

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.174	0.221	0.197	0.229	0.206	0.236
Comparison Group	0.181	0.224	0.198	0.218	0.189	0.217
Difference	-0.007	-0.004	-0.001	0.011	0.017	0.019
Percent Difference	-4.1%	-1.6%	-0.4%	5.0%	8.5%	8.3%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.189	0.179	0.194	N.A.	0.157	N.A.
Comparison Group	0.195	0.191	0.184	N.A.	0.140	N.A.
Difference	-0.006	-0.012	0.010	N.A.	0.017	N.A.
Percent Difference	-3.0%	-6.3%	5.4%	N.A.	11.3%	N.A.

Service Level II

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.100	0.117	0.109	0.141	0.108	0.153
Comparison Group	0.109	0.141	0.123	0.142	0.106	0.126
Difference	-0.009	-0.023**	-0.013	-0.002	0.002	0.027**
Percent Difference	-8.2%	-17.9%	-11.5%	-1.1%	1.8%	19.6%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.123	0.118	0.109	N.A.	0.083	N.A.
Comparison Group	0.115	0.117	0.102	N.A.	0.091	N.A.
Difference	0.007	0.001	0.007	N.A.	-0.008	N.A.
Percent Difference	6.2%	0.9%	6.6%	N.A.	-8.8%	N.A.

Notes:

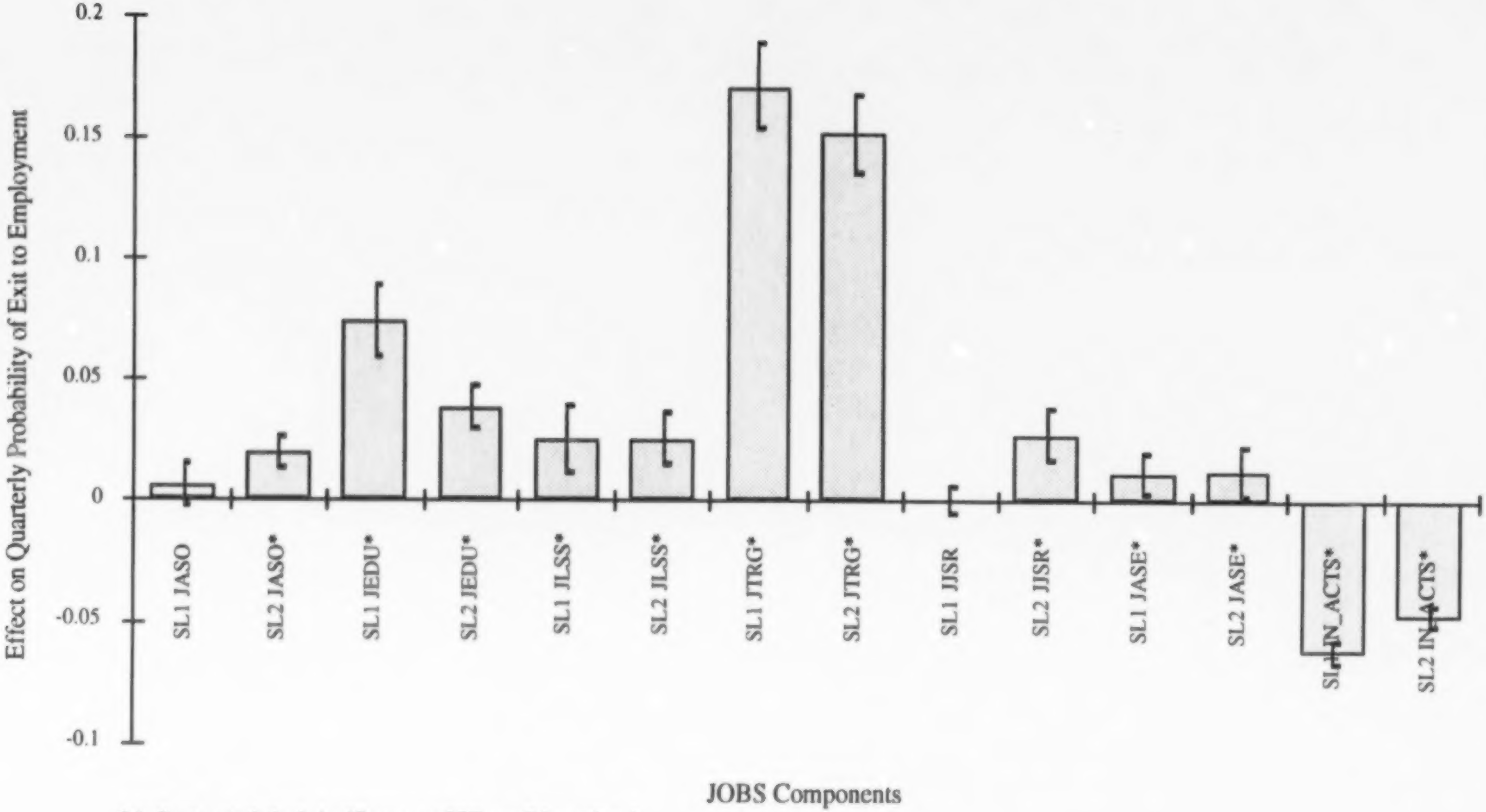
a) This table presents rates of absence from AFDC plus employment at any wage as of the 4th and 6th quarters following assignment to a cohort.

b) A two-tailed t-test was applied to determine statistically significant differences between the JOBS sample and comparison group. Statistically significant levels are indicated as:

*** equals 1 percent, ** equals 5 percent, and * equals 10 percent.

Source: JOBS Outcomes Research Data Set.

Figure 5.2
Effect of JOBS Components on Probability of Exit from AFDC to Employment



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

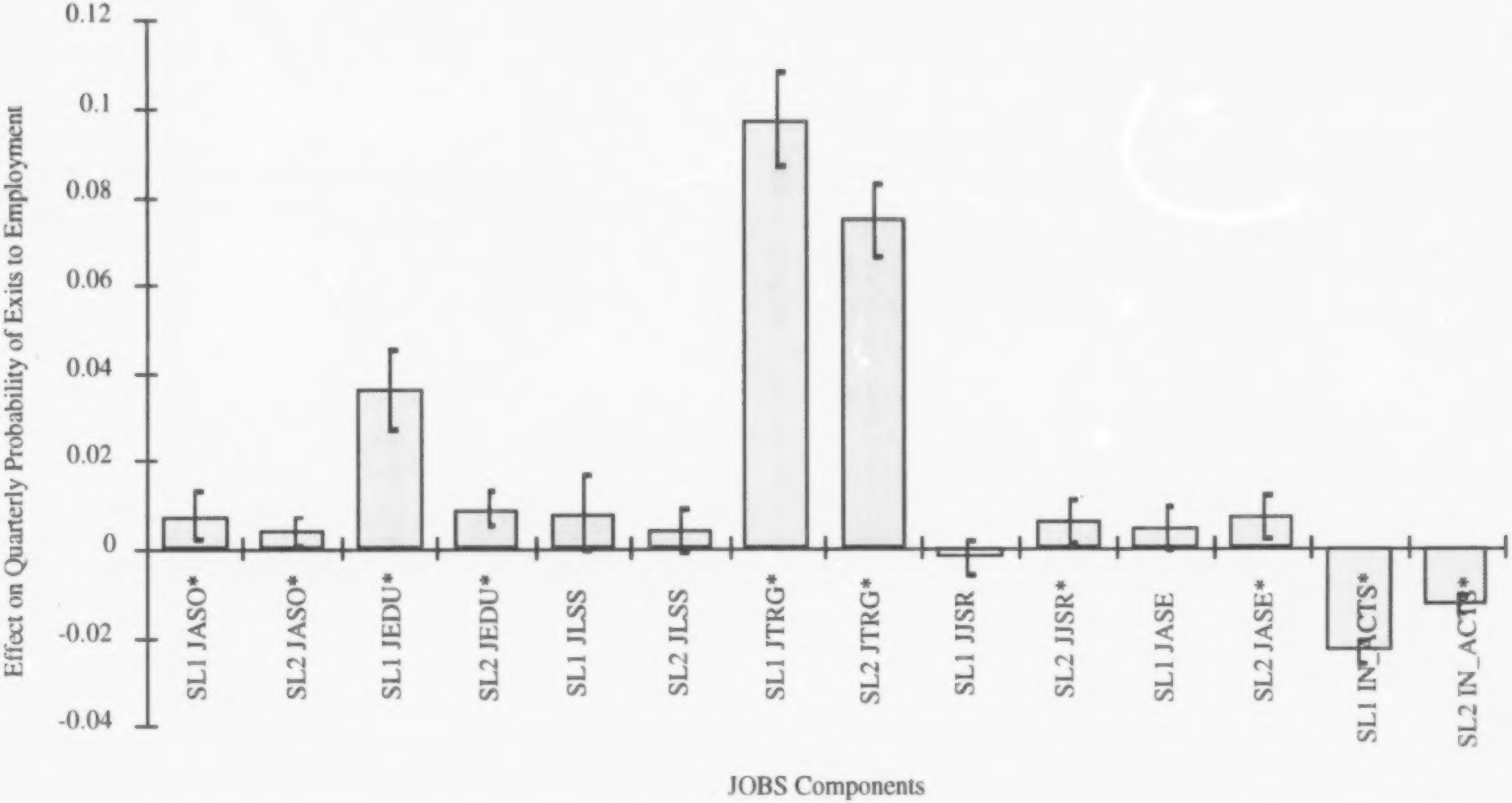
sufficiency should be identified. As discussed earlier, there are varying degrees of economic self-sufficiency. Accordingly, two cases were analyzed: first, exits to jobs paying $4.50 per hour, which was originally stated as a starting wage rate goal of the JOBS program and is slightly above the federal minimum wage of $4.25 per hour; and secondly, exits to jobs paying approximately $15,000 per year, which would cause a typical AFDC family to lose its eligibility for food stamps and would enable that family to become independent all of public assistance ($3,762 per quarter).

Few exits to jobs at these earnings levels took place; only 16 percent of all employment exits met the $4.50 per hour benchmark and a mere three percent of caretakers leaving AFDC and becoming employed earned enough to become ineligible for food stamps. Further, most of the JOBS components were much less significantly associated with AFDC exits at these higher level of earnings.

Training had the greatest effect by far on exits to employment at $4.50 per hour jobs for both SL I and SL II caretakers (Figure 5.3). However, for someone to exit and become employed at a $15,000 per year job, education showed the strongest effect for SL I participants, followed by training for both service levels (Figure 5.4). Again, this is probably due to a higher share of postsecondary and self-initiated education enrollments among SL I JOBS participants. All of the other component effects were insignificant except for life skills' positive impact on exits to $15,000 per year jobs for SL I participants.

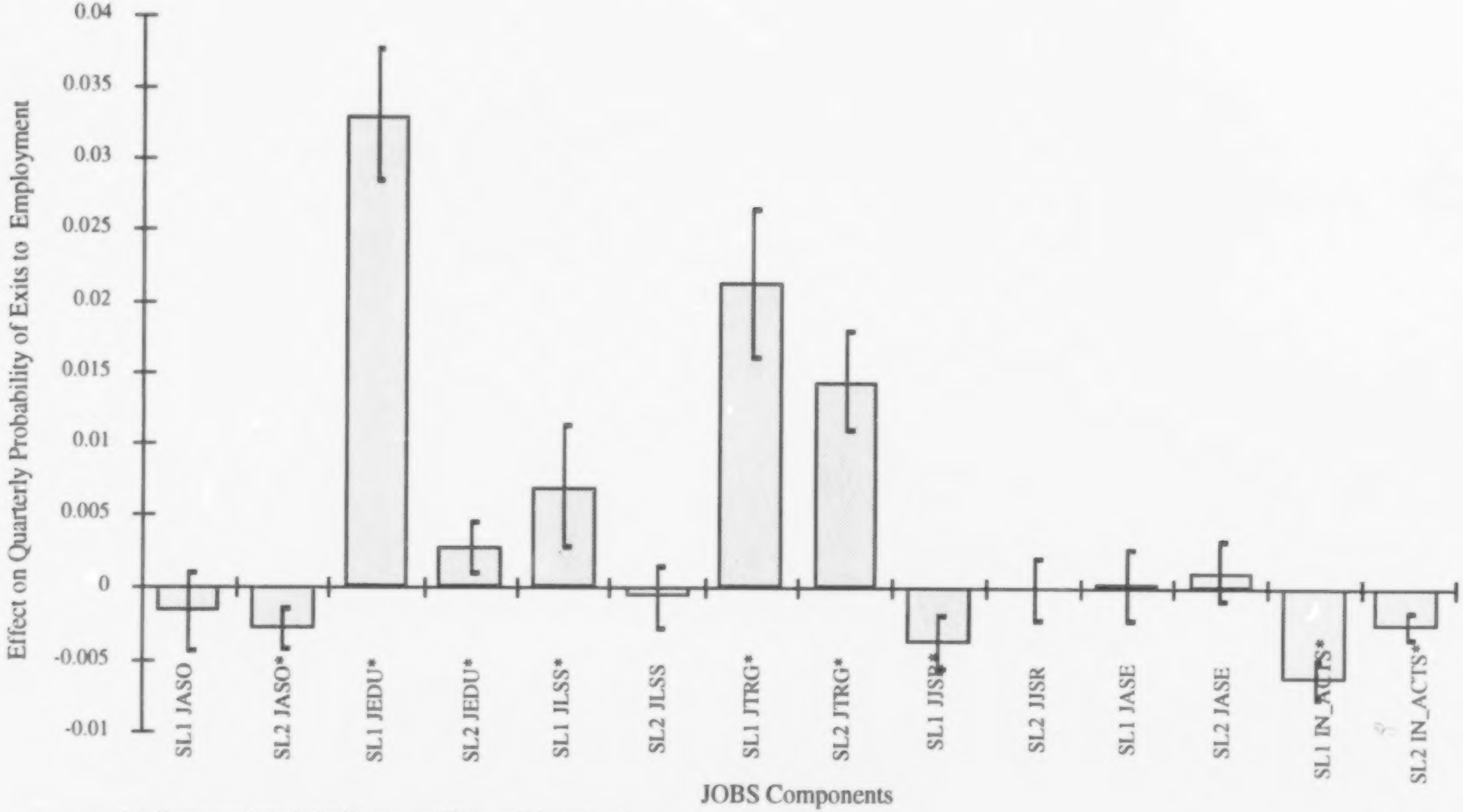
Probability of Employment Regardless of AFDC Exit. Approximately 23 percent of AFDC recipients in the sample and comparison group received wages covered under the UI system in the quarter in which they were initially sampled, even while on AFDC. Most of these wages are relatively small sums of money, but they indicate that the individual received sufficient wages to be reported in employment covered by unemployment insurance. To the extent that the JOBS program is designed to "mainstream" AFDC caretakers into the economy, the effect of the JOBS components on the probabilities of employment *regardless of exits* is important because employment, even at a level insufficient to totally remove a family from AFDC, is a prerequisite for functioning in the regular economy. By the end of the sample period, over 60 percent of the participants and comparison group were employed.

Figure 5.3
Effect of JOBS on Probability of Exit from AFDC to Employment at Just Above Minimum Wage



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

Figure 5.4
Effect on Probability of Exit from AFDC to Employment at Food Stamp Exclusion Level



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

Table 5.6
Net Impact of JOBS Program on Employment Regardless of AFDC Exit

Service Level I

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.381	0.388	0.365	0.387	0.411	0.437
Comparison Group	0.380	0.380	0.356	0.374	0.361	0.391
Difference	0.001	0.007	0.009	0.013	0.050***	0.046***
Percent Difference	0.3%	1.9%	2.6%	3.3%	12.9%	11.2%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.415	0.439	0.424	N.A.	0.414	N.A.
Comparison Group	0.391	0.384	0.389	N.A.	0.383	N.A.
Difference	0.024	0.056***	0.035**	N.A.	0.031**	N.A.
Percent Difference	6.0%	13.5%	8.6%	N.A.	7.8%	N.A.

Service Level II

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.248	0.261	0.260	0.280	0.291	0.334
Comparison Group	0.232	0.252	0.252	0.275	0.243	0.280
Difference	0.016	0.010	0.008	0.005	0.049***	0.055***
Percent Difference	6.6%	3.7%	3.2%	1.8%	18.2%	17.8%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	0.321	0.333	0.302	N.A.	0.304	N.A.
Comparison Group	0.270	0.284	0.281	N.A.	0.262	N.A.
Difference	0.051***	0.049***	0.020	N.A.	0.042	N.A.
Percent Difference	17.2%	15.7%	7.0%	N.A.	14.9%	N.A.

Notes:

a) This table presents rates of employment at any wage as of the 4th and 6th quarters following assignment to a cohort.

b) A two-tailed t-test was applied to determine statistically significant differences between the JOBS sample and comparison group. Statistically significant levels are indicated as:
*** equals 1 percent, ** equals 5 percent, and * equals 10 percent.

Source: JOBS Outcomes Research Data Set.

Overall rates of employment ranged from 38-44 percent for SL I caretakers six quarters after program entry, and 27-33 percent for SL II caretakers. The net impact of JOBS participation on employment four to six quarters after program entry was positive for all cohorts measured (Table 5.6). These net differences in employment rates were also statistically significant for all SL I cohorts entering the program after April 1, 1991, six months after the program began, and for SL II cohorts entering JOBS from April 1991 through September 1991.[112] Longer time must elapse to determine if net differences will be significant for SL II caretakers from the later cohorts. For cohorts entering the JOBS program from April 1991 through March 1992, the net probability of employment increased by 6-18 percent four to six quarters after entry.

The effects of individual JOBS components on the probability of having a job are shown in Figure 5.5. Being in JOBS is evidently not much of a barrier to employment, as shown by the lack of significance of the IN_ACTIVITIES variables.

Most of the regression results for the effect of JOBS program components on probability of employment were similar to the results for exits to employment. The largest impacts in both cases are associated with training, education, and SL II job search. However, life skills training, which was significant and positive in the earlier regression, had no effect on a caretaker's ability to obtain any employment at any wage. The effect of assessment-only also varied from the earlier regressions and was insignificant for both SL I and SL II participants, as originally expected. Interestingly, the larger numbers of assessment hours received by SL I participants in combination with other components had a negative impact on their employment prospects. This could be another indicator of greater barriers to employment for SL I participants than originally envisioned in the Texas program design and associated sorting mechanism.

Quarterly UI Earnings. Overall quarterly earnings levels for SL I JOBS participants ranged from $622 to $827 six quarters after program entry. Earnings levels were somewhat lower for SL II participants, ranging from $330 to $460 six quarters after entry. The net impacts on these earnings were positive for all cohorts entering JOBS after April 1, 1991 and significant for those entering from April through October 1991. For persons entering JOBS after this date, net earnings impacts for SL I and II JOBS participants were approximately $70 to $115 per quarter when measured six quarters after entry. (Table 5.7)

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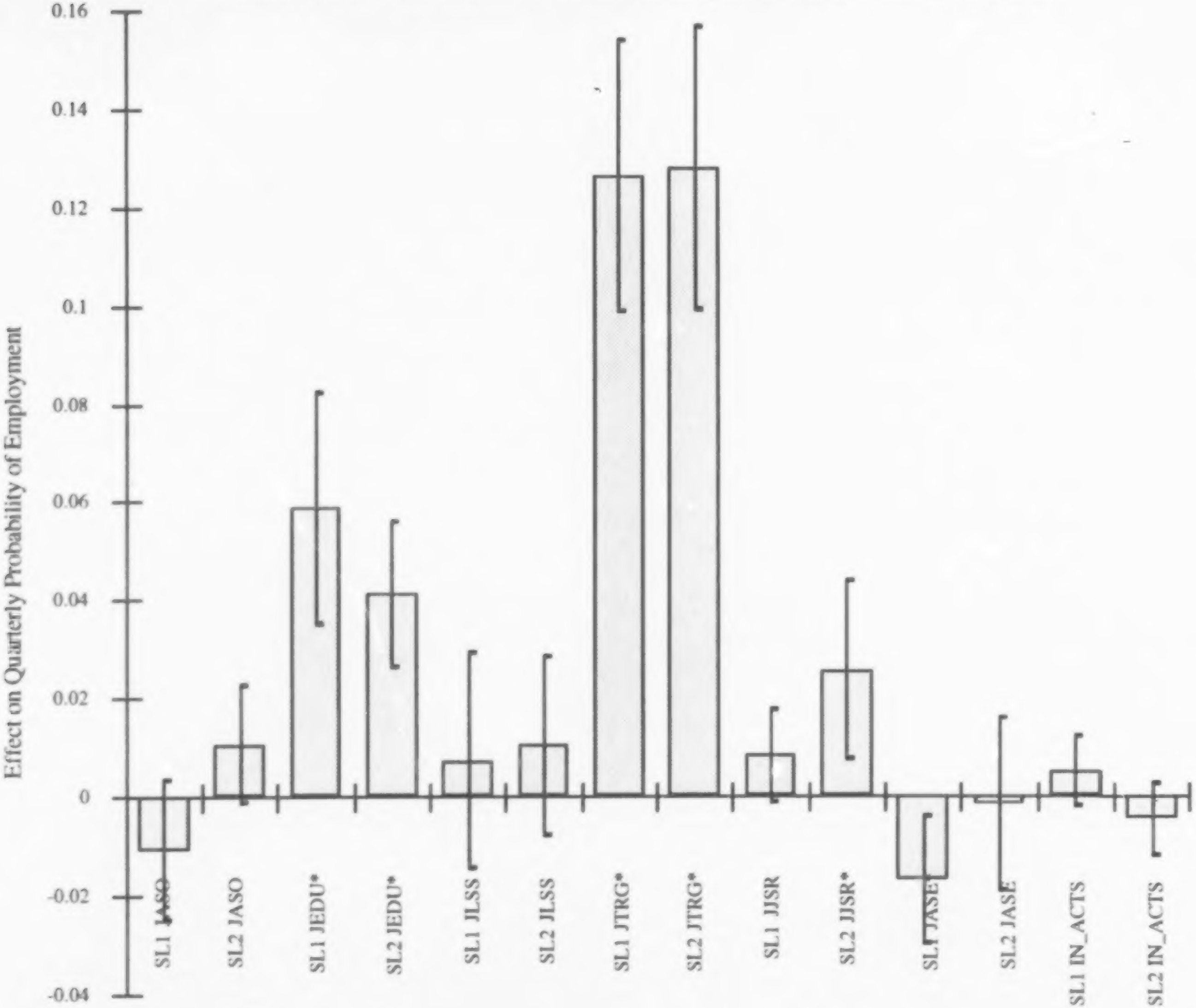
[112] As with any new program, the first six months of the JOBS program produced a number of start-up difficulties. Two notable ones here were the delays associated with negotiating contracts with Service Level I providers and implementation of the CCMS for participants needing child care. While the effects of these delays on outcomes are unknown, it is not surprising to find better net impacts for persons entering JOBS after these start-up difficulties were resolved.

Figure 5.5
Effect of JOBS Components on Probability of Employment Regardless of AFDC Exit



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

Table 5.7
Net Impact of JOBS Program on Average Quarterly UI Earnings

Service Level I

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	564.400	621.943	584.130	701.322	677.087	827.271
Comparison Group	613.328	651.518	554.990	629.157	613.375	712.090
Difference	-48.928	-29.575	29.140	72.165*	63.712*	115.181***
Percent Difference	-8.3%	-4.6%	5.1%	10.8%	9.9%	15.0%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	646.159	723.148	695.573	N.A.	649.684	N.A.
Comparison Group	631.619	667.757	690.321	N.A.	622.801	N.A.
Difference	14.540	55.391	5.252	N.A.	26.883	N.A.
Percent Difference	2.3%	8.0%	0.8%	N.A.	4.2%	N.A.

Service Level II

	Cohort					
	1		2		3	
	Nov-Dec 1990		Jan-Mar 1991		April-June 1991	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	292.551	330.403	314.598	373.315	356.709	460.991
Comparison Group	305.549	329.463	346.168	392.081	294.771	391.267
Difference	-12.998	0.940	-31.570	-18.766	61.938**	69.724**
Percent Difference	-4.3%	0.3%	-9.6%	-4.9%	19.0%	16.4%

	Cohort					
	4		5		6	
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
Quarters following cohort entry	4	6	4	6	4	6
JOBS Sample	395.328	437.486	401.202	N.A.	376.562	N.A.
Comparison Group	329.692	366.766	360.967	N.A.	325.941	N.A.
Difference	65.636**	70.720**	40.235	N.A.	50.621	N.A.
Percent Difference	18.1%	17.6%	10.6%	N.A.	14.4%	N.A.

Notes:

a) This table presents average quarterly UI earnings for all members of each group measured as of the 4th and 6th quarters following assignment to a cohort.

b) A two-tailed t-test was applied to determine statistically significant differences between the JOBS sample and comparison group. Statistically significant levels are indicated as:

*** equals 1 percent, ** equals 5 percent, and * equals 10 percent.

Source: JOBS Outcomes Research Data Set.

Figure 5.6 shows the impacts of JOBS program components on UI earnings based on regression analysis. While the net impact numbers presented above average earnings for all persons in both groups, the regression for UI earnings included only those observations for which earnings were recorded; all zero earnings observations have been excluded from the regression. Accordingly, the impacts estimated by the regression relate to the amount of earnings received, *provided* that one receives earnings.

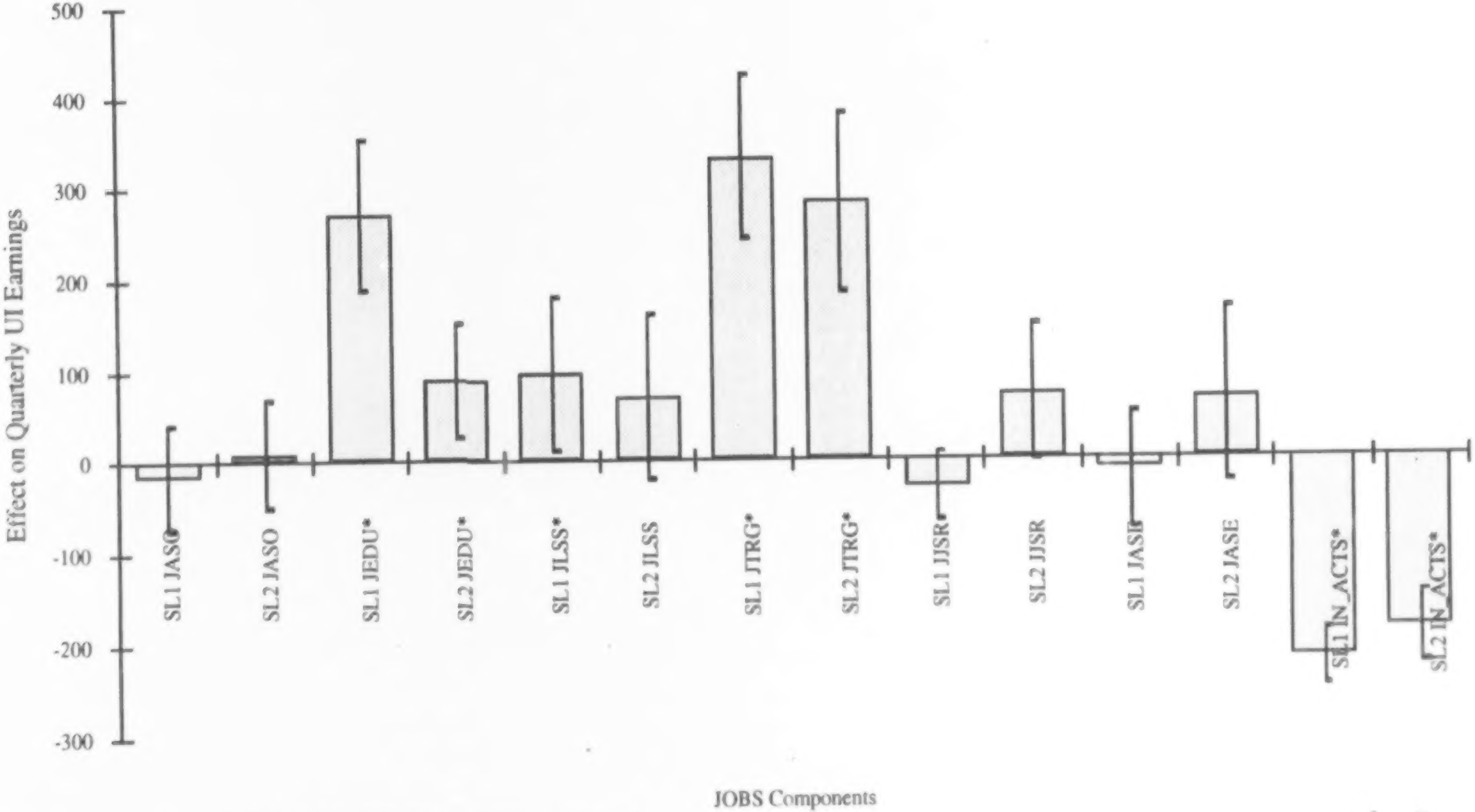
As shown in Figure 5.6, completing 287 hours of JOBS training (the weighted average discussed above) will increase the expected amount of earnings received by $333 per quarter for SL I participants, and $285 per quarter for SL II participants. Education activities have the second-strongest impact–254 hours of education can be expected to induce a positive impact of about $271 for SL I participants and $89 for SL II participants. Life skills training increases earnings by approximately $100 for SL I participants but has no effect on SL II earnings. None of the other groups of JOBS components have any significant impact on earnings.

As was true for the regressions measuring exits, being enrolled in JOBS component activities has a negative impact on total UI earnings. This probably occurs because active participation in a JOBS component reduces the number of hours available to work.

Regional Effect on Outcomes. As Sections III and IV indicate, the JOBS program has been implemented differently in different areas of the state. While this variation may be a response necessitated by differing conditions in the various regions, it is worthwhile to determine whether these differences appear to result in substantially different outcomes. If one region were to achieve substantially better results than other regions that could not be explained by demographic or economic factors unique to the region or its population, then it would suggest investigating the program procedures in that region to see if implementation of those procedures in other regions might improve outcomes in the others.

As discussed above, the effect of regional variation was analyzed by adding a set of regional dummy variables to the outcome regressions. The influence to be measured was whether the probability of exit for a JOBS participant relative to a nonJOBS participant varied by region. In other words, after accounting for differences in demographics and program participation, is there still a residual effect that varies with region? If so, then such an effect could be attributed to differences in program efficiency, delivery, or administration.

Figure 5.6
Effect of JOBS Components on Quarterly UI Earnings



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

The regional regression results revealed no important variation in the effects of the JOBS program by substate region that was not already explained by the other variables in the analysis. Thus, any differences in net impacts that are observed in different parts of the state can be fully explained by demographic and economic factors unique to that region, coupled with the mix of JOBS program components offered.

Probability of AFDC Recidivism. Recidivists are defined as persons who exited from AFDC and returned during the period for which spell data are available (November 1990 - February 1993). The number of AFDC recidivists from the JOBS sample and comparison group are shown for each cohort in Table 5.8. There are more recidivists for the early cohorts due to a longer period of available spell data (thus, a longer time period in which to return to AFDC) than for the later cohorts.

Regressions were run for each cohort to measure the effect of total hours of JOBS participation on AFDC recidivism. Figure 5.7 shows the effect of an hour of JOBS activity on the probability of returning to AFDC in one quarter. Each bar in the graph refers to a SL within a cohort. All of the estimated impacts have the desired negative sign, indicating that spending more hours in JOBS activities is associated with a lower probability of return to AFDC, once the client has exited. However, the confidence limits become wider and wider with each succeeding cohort. In fact, the confidence limits for the sixth cohort are so wide that they are off the scale of the graph. The results for the later cohorts can be safely ignored due to the data problems described above.

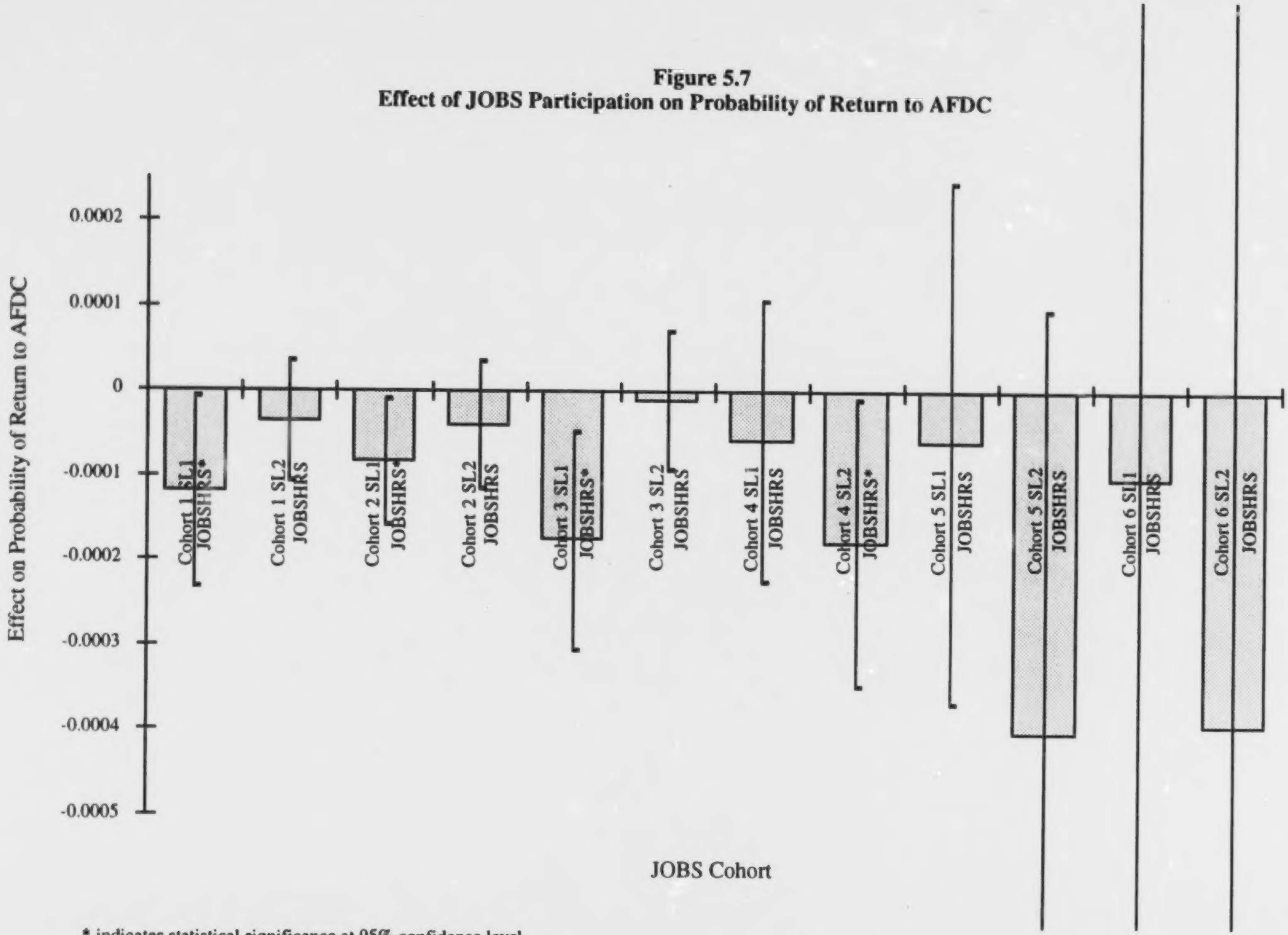
The results for the earlier cohorts show that SL I individuals who participated in JOBS components are significantly less likely to return to AFDC. The benefits for SL II clients are less conclusive. Given the greater educational needs of the SL II participants and longer term educational treatments in which many of them are still participating, it may be too soon to form a conclusive judgment for this portion of the JOBS population.

Table 5.8
AFDC Recidivism Rates

JOBS Status, Cohort and Service Level	Population	AFDC Exits	Percent who Exited	Returns to AFDC After Exit	Recidivism Rate for those who Exited
Service Level I					
JOBS Sample					
Cohort 1	1,277	739	57.9%	356	48.2%
Cohort 2	1,751	1,021	58.3%	459	45.0%
Cohort 3	1,868	1,023	54.8%	442	43.2%
Cohort 4	1,985	899	45.3%	358	39.8%
Cohort 5	2,157	934	43.3%	341	36.5%
Cohort 6	2,055	737	35.9%	250	33.9%
Comparison Group					
Cohort 1	1,270	833	65.6%	429	51.5%
Cohort 2	1,749	1,115	63.8%	541	48.5%
Cohort 3	1,859	1,126	60.6%	507	45.0%
Cohort 4	1,973	1,094	55.4%	444	40.6%
Cohort 5	2,141	1,015	47.4%	393	38.7%
Cohort 6	2,038	836	41.0%	277	33.1%
Service Level II					
JOBS Sample					
Cohort 1	1,943	1,023	52.7%	568	55.5%
Cohort 2	1,603	857	53.5%	450	52.5%
Cohort 3	1,496	732	48.9%	366	50.0%
Cohort 4	1,288	560	43.5%	277	49.5%
Cohort 5	1,183	449	38.0%	208	46.3%
Cohort 6	1,248	373	29.9%	142	38.1%
Comparison Group					
Cohort 1	1,937	1,131	58.4%	628	55.5%
Cohort 2	1,600	931	58.2%	504	54.1%
Cohort 3	1,495	822	55.0%	419	51.0%
Cohort 4	1,283	646	50.4%	313	48.5%
Cohort 5	1,176	498	42.3%	222	44.6%
Cohort 6	1,242	426	34.3%	158	37.1%

Source: JOBS Outcomes Research Data Set.

Figure 5.7
Effect of JOBS Participation on Probability of Return to AFDC



* indicates statistical significance at 95% confidence level.
[indicates the confidence interval.

D. Summary of Program Impact Findings

Participation in the Texas JOBS program during its first two years of operation generally resulted in positive, statistically significant net impacts on employment and earnings, significant but negative net impacts on overall AFDC exits and little net impact on AFDC exits due to employment, when measured 4 - 6 calendar quarters after program entry. Although overall impacts were modest in size, participation in certain JOBS program components resulted in substantially larger impacts for all of the outcomes measured. The strongest and most consistent impacts were found from participation in training and education components, while the weakest impacts were measured for SL I caretakers who participated in job readiness and job search. While JOBS participation was statistically associated with reduced AFDC recidivism for early cohorts, more time must elapse to fully measure the effects of JOBS participation on this longer-term outcome.

The net impact of JOBS participation on employment and earnings six quarters after program entry was positive for almost all cohorts measured and statistically significant for cohorts beginning participation in JOBS after April 1991. For cohorts entering the JOBS program after this date, the net probability of employment increased by 11-18 percent and net earnings impacts increased by \$70-\$114 per quarter when measured six quarters after program entry.

Although JOBS did significantly increase the employment rates and earnings levels for JOBS participants, these employment gains were not strong enough to influence the overall rates of AFDC exits to employment within six quarters after entry. Little differences were found between the JOBS sample and comparison group for this measure. Moreover, JOBS participants were significantly less likely than comparison group members to leave AFDC for reasons other than employment.

While the net impact results compare the average JOBS experience to the average experience for comparison group members, differences in both the types of JOBS components received and the length of JOBS participation can affect outcomes for individual participants substantially. Regression analyses were conducted to sort out the relationship of participation in certain JOBS components with each of the outcomes measured.

Among the individual JOBS components, training was associated with the strongest impacts. Participation in JOBS training components—which include job skills training, self-initiated training, and OJT—enhanced positive net impacts for all outcomes measured: AFDC exits, AFDC exits to employment, employment regardless of exit, and UI earnings. Participation in training programs of average duration (286 hours) increased the probability of exit from AFDC for all caretakers by nearly 20 percent and boosted quarterly earnings by $333 for SL I participants and $285 per quarter for SL II clients. Except for exits to $15,000 per year jobs, the magnitude of the impacts for training exceeded that of all other components for both service levels.

Education also was associated with strong and positive impacts for all outcomes measured. The education category includes postsecondary education, self-initiated education, GED preparation, basic/remedial education, and high school. The magnitude of the impact for education was somewhat larger for SL I participants, probably due to the larger share of these caretakers enrolled in education above the high school/GED level. Education for SL I caretakers was associated with the best opportunity for employment in $15,000 per year jobs, increasing the prospects for such employment by 33 percent.

For SL I JOBS participants, life skills /survival skills training resulted in positive and significant impacts on AFDC exits, AFDC exits to employment, exits to high-wage employment, and quarterly UI earnings. It had no significant impact on employment at low wages. Although the magnitude of these impacts was not as large as those for participation in training and education, these findings suggest that the basic message of life skills training (i.e., teaching people strategies to positively change key areas of their lives) seems to be working with SL I participants. The results of life skills training for SL II participants were less conclusive. While this component positively affected AFDC exits and exits to employment, it had no impact on any of the other outcomes.

Job search activities for SL I participants—which include job readiness, group and individual job search—resulted in the poorest outcomes of all the components. This group of components actually was associated with a negative effect on AFDC exits and exits to $15,000 employment and had no impact on any of the other outcomes for SL I participants. This is particularly disturbing because these components are now the core services offered to most SL I participants. Interestingly, job readiness/job search showed more positive impacts for SL II participants, including positive and significant impacts for AFDC exits, exits to employment and minimum wage employment, and overall rates of employment.

One possible explanation for these results is the different sequence of job search activities for SL I and II JOBS participants. SL I participants typically are assumed to be more job-ready and receive this group of services first while SL II participants usually enroll in job search *after* having received or while receiving a more intensive treatment, such as education or training. These findings suggest that the current Texas model for SL I participants is not working as effectively as it could and should be re-examined.

Results for assessment were somewhat unexpected. More positive impacts from assessment were observed than anticipated, particularly for SL II participants. Positive impacts were found for AFDC exits, exits to employment, and exits to minimum wage employment. This could mean that this variable was capturing the effects of case management or other factors in addition to pure assessment.

It is important to note that most of the desirable outcomes were not observed until after the participation in programs was completed. While the individual was in activities, there was a lower likelihood of all types of exit from AFDC and a negative effect on total UI earnings. However, participation in JOBS did not seem to discourage AFDC caretakers from working part-time while they were enrolled in a JOBS component. Further, the desirable outcomes were in direct proportion to the amount of activity actually received by the participation. Merely being counted as a participant while not participating in activities had little influence on outcomes.

No regional variations in net impacts were observed that could not be explained by the demographic, environmental, or program characteristics unique to that region.

For the early cohorts, participation in the Texas JOBS program significantly reduced the probability of AFDC recidivism—particularly for SL I participants. The results both for SL II and later SL I cohorts were inconclusive. More time needs to elapse before the data become available to completely measure the effect of JOBS participation on this longer-term outcome.

In summary, participation in the JOBS program—particularly its training, education, and life skills components—was associated with significant improvements in labor market outcomes for those participating. However, except for levels of earnings achieved by only 3 percent of persons who exited AFDC to employment from the sample and comparison group, JOBS participants did not earn enough to achieve total independence from public assistance—at least in the time observed thus far.

VI. JOBS Participants' Perceptions: A Two-Year Comparison

Research Question #6: *How do participants view the JOBS program? Do they feel that the program has addressed their needs and circumstances? Has the program prepared them well for becoming economically self-sufficient? How has JOBS dealt with the needs of their children and broader families? How do participants view the potential conflict between their roles as parents and workers?*

This section presents the findings of the JOBS Participant Perceptions Survey in response to Research Question #6. The objectives of the survey were 1) to document respondents' perceptions of Texas JOBS program components, including JOBS activities, case management, and the provision of child care and transportation assistance; and 2) to provide information regarding the needs and circumstances of respondents and their families. The participant survey findings contribute to the Texas JOBS Evaluation in three important ways. First, the results bring to light circumstances surrounding participants' lives that affect or are affected by the Texas JOBS program. Second, the findings enable a limited assessment of program outcomes to be carried out by comparing the objectives of the JOBS program with the reported experiences of the respondents. And third, the findings probe issues and perspectives which are unique and supplemental to the findings of the other research approaches of the Texas JOBS Evaluation Project.

A. Research Question, Subquestions and Methodology

Findings from the participant survey are based on the results of a longitudinal panel study of JOBS participants. The five key research subquestions listed above provided the framework for the design of the survey instruments and have guided the analysis of the survey data.

Survey Methodology Overview.[113] The participant perceptions survey consisted of two rounds of interviews with selected JOBS participants located in the four JOBS Evaluation Project sites: Nacogdoches/Angelina, Bexar, Tarrant, and Hidalgo counties.[114] While the respondents who participated in this study are from the four field sites, analysis of their responses is presented in aggregate form in most cases. Site specific comments are offered when the differences between sites was appreciable. The first round of interviews (year one) was completed during the summer of 1992, and the second round (year two) was completed during the summer of 1993. By design, most respondents interviewed during the first round were new participants in the JOBS program with only a few months of exposure to the program. As many as possible of these respondents were interviewed for the second round approximately one year later.

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[113] See Appendix D for a more detailed discussion of the survey methodology.

[114] The 176 JOBS Participant Survey respondents were chosen based on a convenience sample. See Appendix D in this report and Appendix B in King, et al. (1993) for detailed description of sample selection.

A 30-minute, face-to-face interview was conducted with each participant for both rounds. They were asked questions concerning eight topics: job goals and expectations, views of the JOBS program, education and work history, needs and circumstances, participation experiences in JOBS, economic self-sufficiency, family needs and circumstances, and parenting and work roles. The questionnaires for both rounds of interviews were identical with a few exceptions. A life table was added during year-two interviews to track JOBS participation, AFDC status, employment, and child care use for the year between interviews. Also, the year-two interviews solicited more in-depth views of child care.

For this report, data collected from the first round of interviews has been compared with that from the second round.[115] This comparison provides an evaluation of the JOBS program from the participants' vantage point. During year one 176 respondents were interviewed by Center staff and in year two follow-up interviews were obtained with 81 of year-one respondents. Only survey data gathered from participants interviewed during both rounds of interviews have been used to infer changes in respondent perceptions of the program and their own situations. During year two, JOBS case files were a source of supplemental information regarding participation in JOBS, employment, and AFDC for nearly all 176 respondents during year two.

JOBS case file information was obtained for participants interviewed during both years. Case file information documented respondents' participation in component activities and their progress in JOBS. This information was used to corroborate the data obtained from the two rounds of interviews. Case file information was also gathered for all but ten participants who were interviewed during the first round but not during the second round. Detailed characteristics of these respondents can be found in Appendix D.

Characteristics of the Sample. All but one of year-two interview respondents were women (Table 6.1). Their average age was 34 years, and the age range was from 19 years to 51 years. The majority were Hispanic (57 percent) followed by African Americans (23 percent) and whites (17 percent).

Approximately one-third of the respondents reported that they had 12 years of education or more. This varied by study site and ranged from 17 percent in Hidalgo county to 60 percent in Tarrant county.

The average number of children per respondent was three. Forty-two percent of the respondents' children were between the ages of six and twelve years with the average

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[115] For detailed findings of year-one interviews, see Section V in King, et al. (1993).

age being ten years. Respondents from Nacogdoches/Angelina and Tarrant counties had the highest percentage of children five years of age or younger.

Table 6.1
Characteristics of Survey Participants

CHARACTERISTIC	NACOGDOCHES/ ANGELINA	BEXAR	TARRANT	HIDALGO	TOTAL
Age:					
Mean	29	34	33	35	34
Maximum	43	51	49	50	51
Sex:					
Males (%)	0	0	0	0.4	1
Females (%)	100	100	100	99.6	99
Ethnicity:					
White (%)	42	8	25	9	17
African American (%)	58	4	55	0	23
Hispanic (%)	0	85	15	91	57
Educational attainment:					
Less than 12th grade (%)	75	73	40	83	68
12th grade or higher (%)	25	27	60	17	32
Number of children:					
Mean	2	3	2	3	3
Maximum	4	11	6	5	11
Age of children:					
Less than 6 years of age (%)	36	27	37	24	29
6-12 years of age (%)	46	44	39	39	42
Mean	8	11	8	11	10
Maximum	25	33	18	23	33

Source: 1992 and 1993 Participant Interviews

B. Participants' Views of the JOBS Program

This section addresses the first key subquestion, how participants view the JOBS program. The following four issues are presented using survey data from both rounds of interviews: 1) participants' views of the purpose of the JOBS program, 2) their reasons for participation in the program, 3) their achievements in the program, and 4) the barriers they encountered that the program did or did not effectively address.

Purpose of the JOBS Program. The responses offered by respondents during year-two interviews as to what is the purpose of the JOBS program changed from those offered in year one. In the first round, participants had various responses as to the purpose of JOBS with no single response receiving more than 34 percent of the total: 34

percent stated that the program's objective was to help them find a job, 25 percent stated that it was to get them and their families off welfare, while 18 percent stated it was to provide them with an education. In the second round of interviews, nearly three-fifths of the respondents (59 percent) stated that the purpose of the program was to help them find a job. Other responses from the second round of interviews included that the program was to provide them with an education (14 percent) and to get them and their families off welfare (11 percent).

The drop in the percentage that perceived the program as a way to get a person off welfare and the rise in the percentage that perceive it as a way to help them to find a job are important findings. Many participants stressed that one of the essential functions of the program was getting them out of the house regularly and into a structured environment much like steady employment. Several respondents had not worked in several years (40 percent), if at all; a majority did not finish high school (68 percent); and all have had young children to care for, limiting their interaction with people out of their immediate social sphere. Therefore, the skills learned by having to maintain a regular class or training schedule and in meeting and relating with new people including classmates, teachers, and social service workers were an invaluable part of the program, perhaps as important as the content of the components.

Reasons for Participation. According to the information in participants' case files during the second round, 75 percent of the respondents were non-exempt from participation, while 25 percent were exempt. The answers received from participants, however, differed in that during both rounds of interviews approximately half stated they were required to participate and half stated they volunteered. It is likely that participants are not aware of the JOBS' classification system and half of those who identified themselves as volunteers are actually "non-exempt volunteers" by their assigned JOBS participation status and are *required* to participate.

Many respondents were also unclear about the steps DHS would take if a client stopped participating, namely conciliation, sanction and, ultimately, case closure. When asked what action DHS would take if participants withdrew from their scheduled JOBS activities, most respondents (70 percent) who answered this question believed they would lose their or their family's welfare benefits entirely. Only three percent responded that they would be offered a conciliation meeting which is the first action taken in response to a client's failure to participate. Nevertheless, 77 percent of respondents did understand the importance of reporting to their case manager when they experienced participation problems and related that they had initiated such contact. Twenty-three percent stated that their case manager had to contact them about their attendance in components. A review of respondents' case files indicated that sanctions were only imposed on two percent of the participants interviewed. The majority of respondents' JOBS cases were closed when barriers such as lack of transportation or child care were not resolvable, which resulted in respondents not participating in scheduled components.

Regardless of participation status, the primary reason respondents gave for their initial motivation for beginning the JOBS program during year one and two was to gain education. The Service Level I (SL I) respondents most frequently reported they started JOBS to receive needed education and to obtain help in finding employment. Service Level II (SL II) and Service Level III (SL III) respondents explained that education was the primary reason for enrolling.

For the second round of interviews participants were asked what they had expected to receive from JOBS after they were enrolled and were informed of the various options available to them. SL I respondents recounted most frequently that they expected to receive help finding a job. The change from seeking education to expecting to find a job was anticipated because by the second round of interviews many participants had finished their scheduled components and were ready to work. SL II and SL III respondents stated they expected to receive education which is consistent with the reason why they enrolled in JOBS. SL II participants also expected to receive job skills training which had not been noted as a reason for their enrolling in the program.

During the first round of interviews participants were asked to rate how much they would benefit from the JOBS program using a scale from one (very much) to five (not much at all). Eighty-two percent stated 'very much', producing a mean of 1.2. The components that respondents thought would benefit them most included adult education, job skills training and survival skills.

Participants generally entered with high expectations for success from their participation in the JOBS program. When asked to rate how well JOBS achieved these expectations using a scale of one (very well) to five (not well at all), the mean was 'fairly well' (1.9). A majority of participants concluded that their lives had improved, but not as much as they thought they would. Many who felt they would receive job skills training found they were not able to secure it and those who expected to find a job were still not employed by the time of year-two interviews.

Participation Patterns and Outcomes. As Figure 6.1 shows, by the time of year-two interviews less than 30 percent of respondents were actively participating in JOBS.[116] The decline in active participation was due to participants who dropped out because of problems with participation, those who completed their required components, and those who found employment.

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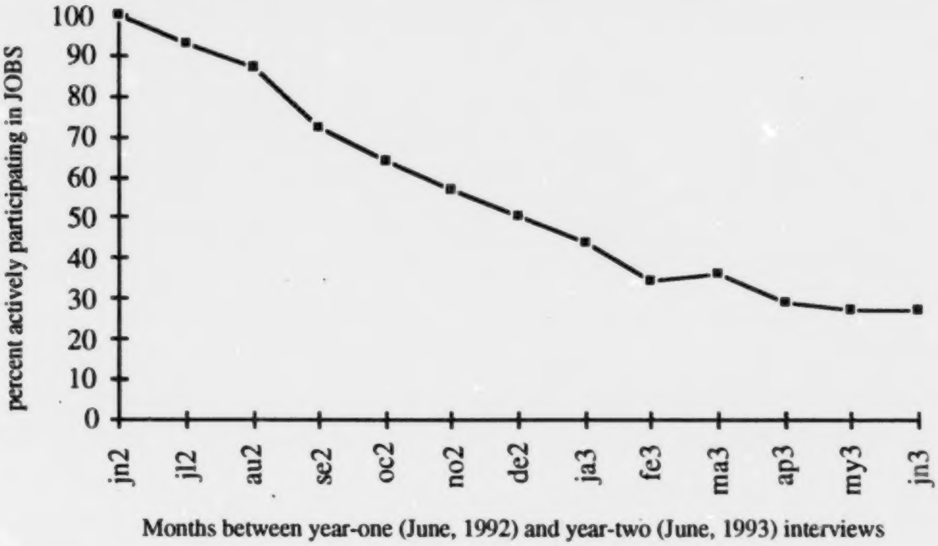
[116] For a more statistically representative view of participation duration for SL Is and SL IIs see the statewide results in Section IV of this report.

Figure 6.1
Percentage of Respondents Actively Participating in JOBS*



*Respondents were considered active participants if they were attending any portion of their scheduled hours

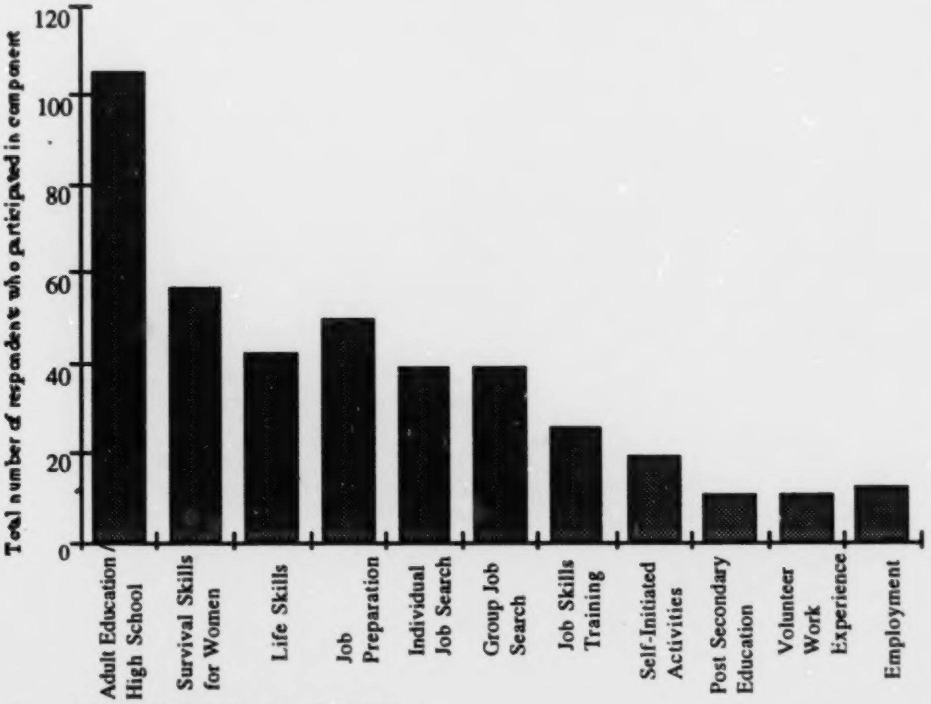
Barriers to Full Participation. Over half of all year-two respondents (56 percent) stated they had experienced some type of problem while participating in JOBS. The problem most frequently cited was with JOBS staff (DHS and TEC case managers) and Adult Education instructors (22 percent). Examples of this type of problem included that (1) their case file had been lost, therefore their participation hours could not be verified and they had to retake classes; (2) their case manager had been changed so many times they were not sure who they should contact; and (3) their Adult Education class instructor did not pace the class as respondents desired and/or offer the assistance respondents felt they needed.

However, when asked what barriers kept them from participating in all of their classes or made them stop participating completely, the most frequent responses were transportation and health problems, not problems with staff. The JOBS program provided some assistance to address both of these needs, but apparently not in such a way as to allow their effective participation. While 92 percent of participants did receive the transportation allowance during part or all of their activities, for many mobility was severely limited as they did not own a car and public transportation was nonexistent or very limited. The health care needs of the participants and their dependents were covered by Medicaid; however, in most cases the responsibility of caring for the ill was the respondent's alone, and few options other than forgoing their scheduled JOBS activity were available.

Respondent perceptions of their JOBS participation status often did not correspond to case file documentation. For example, two-thirds of those respondents who were listed as scheduled in components according to case files claimed that they terminated participation, and one-half of those respondents who claimed to have completed all of their scheduled components and fulfilled their obligation to the program actually dropped out of the program for other reasons according to case files.

Participation Outcomes. As Figure 6.2 shows, the majority of those interviewed participated in Adult Education or High School components (GED, high school, basic/remedial education, and ESL) and Survival Skills for Women, which are normally offered to SL IIs; or in Life Skills, Job Readiness, and Job Search activities, which are JOBS contractor core components generally offered to SL Is.

Figure 6.2
Respondent Participation in JOBS Program Components



Source: 1993 Participant Case File Information
Note: Respondents may have participated in more than one component and may or may not have completed scheduled components.

Of those participants that started the Adult Education component, almost equal proportions received their GED over the last year (36 percent) or were still enrolled (32 percent). Year two results indicated that approximately one-third of those respondents who obtained their GED were employed. About one-third continued their participation by beginning job training programs (31 percent) or by enrolling in JOBS contractor services (6 percent); 32 percent stopped actively participating in the program.[117]

For those respondents participating in the JOBS contractor core components (Life Skills, Job Preparation, and Individual and Group Job Search), 70 percent had completed their scheduled components, 19 percent were still enrolled and 11 percent had stopped actively participating. Of the 70 percent that completed classes, more than one-third were employed by the time of year two interviews. This proportion of employment entry is slightly better than that for respondents completing an Adult Education component.[118]

Summary. Key findings from this review of responses with regard to the first subquestion include the following:

- A decided shift occurred as to what respondents viewed as the purpose of the JOBS program. A mix of responses was given in year one, while in year two over half of respondents stated the purpose was to help them find a job.

- During both rounds of interviews the most frequent reason given by respondents for enrolling in JOBS was to gain education.

- One-fourth of survey respondents never completed the components they started at or near the time of year-one interviews, and by the time of year-two interviews less than 30 percent of respondents were still participating in the program. Whereas JOBS did provide support services for respondents, several barriers which were not adequately addressed by the program (transportation and health problems) hindered many respondents from achieving full program participation.

C. Needs and Circumstances

This section is directed to the second subquestion, "Do participants feel that JOBS has addressed their needs and circumstances?" It discusses respondent-identified barriers to employment and the effect of JOBS on respondents' needs and circumstances. The perceived barriers to employment are presented using data from both rounds of interviews. The examination of the effect of JOBS on respondents' needs and circumstances is based on second round survey information.

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[117] Respondents were counted as active participants if they had attended any of their scheduled hours for the month preceding year two interviews. Respondents with "active" case files may or may not have been counted as "actively participating."

[118] For a more statistically representative view of wage and employment outcomes for each component see the statewide results in Section V of this report.

Respondent-Identified Barriers to Employment. JOBS activities and support services assist participants with multiple barriers to prepare for and enter employment and eventually attain economic self-sufficiency. Many barriers, however, lie beyond the scope of needs and circumstances that JOBS is designed to address in Texas. Year-one survey results identified participants' perceived barriers to employment upon beginning the JOBS program. Year-two results documented changes in this perception and considered other survey findings which provide some contextual basis for these changes.

As Table 6.2 shows, year-one survey respondents identified four major barriers to successful employment: inadequate education, limited access to child care, inadequate job skills, and unreliable transportation. Nearly 70 percent of all responses from year one identified barriers that the Texas JOBS program was designed to address.

Table 6.2
Respondent-Identified Barriers to Employment
Year-One Responses by County

	Angelina/ Nacogdoches (%)	Bexar (%)	Tarrant (%)	Hidalgo (%)	Total (%)
Inadequate education	40	40	16	24	29
No access to child care	15	10	19	17	15
Inadequate job skills	10	25	19	12	17
No access to transportation	10	3	19	15	11
Attending school/training	5	3	3	2	3
Health problems/ illness	5	0	3	7	4
General economic conditions	5	3	3	10	5
Family Responsibilities	0	8	0	0	2
No barriers	5	0	3	5	3
Other	5	10	16	7	10

Note: Multiple responses possible.
Source: 1992 Participant Interviews.

At the time of year-one interviews, adult education was heavily emphasized for SL II and SL III respondents. Many respondents expected to go into training programs during their participation in JOBS (typically following participation in an adult education activity). The JOBS transportation allowance was perceived as sufficient to cover gas or bus token expenses by nearly all respondents, and child care assistance offered through the local CCMSs enabled parent choice for day care arrangements for participants during program components.

Year-two follow-up results revealed a number of important changes in respondents' perceptions of their barriers, bringing to light a more complex picture of the needs and circumstances of JOBS participants (Table 6.3).

- Lack of education remains a major barrier to employment for SL II respondents.
- Unreliable transportation was a persistent problem that affected both successful program participation and ultimate employment entry.
- The lack of access to child care was perceived as a less serious barrier to employment for year-two respondents.
- Family responsibilities and health problems alone account for 25% of the respondent-identified barriers to employment, compared to 7% in year one.

Table 6.3
Respondent-Identified Barriers to Employment
Year-Two Responses by County

	Angelina/ Nacogdoches (%)	Bexar (%)	Tarrant (%)	Hidalgo (%)	Total (%)
Inadequate education	31	24	13	37	25
Inadequate job skills	8	33	9	11	18
Family Responsibilities	31	18	17	5	17
No access to transportation	8	6	13	16	10
Health problems/ illness	8	3	13	11	8
No access to child care	—	6	13	5	7
General economic conditions	8	—	4	5	3
Attending school/training	—	—	9	—	2
Other	8	12	9	11	10

Note: Multiple responses possible
Source: 1993 Participant Interviews

Year-two survey results indicate that about half of all respondents identified employment barriers which the Texas JOBS program does not or cannot directly address: parent's responsibility to stay home with their children or other family members, no access to reliable transportation, personal health problems, and general economic conditions. Not surprisingly, many of these barriers were reflected in respondents' reasons for not fully attending JOBS activities or for dropping out of the program altogether.

This shift in perceptions concerning their needs and circumstances between years reflects the fact that respondents have spent considerable time during the preceding year either in the JOBS program, in the workforce, or both. Involvement in these activities has given many respondents first-hand experience with the needs and circumstances that will affect their attainment of personal and program goals. They appear to have a more realistic sense that greater activity in skills development and in workforce participation will entail increased family/work conflicts and call for improved skills at balancing parenting and work roles. In this respect, respondents have become more like working parents generally.[119]

Effects of JOBS Activities and Services on Respondent Needs and Circumstances. Year-two respondents were asked to rate the overall worth of their JOBS components. In addition, they were asked whether participation in such activities would help them find employment in the future. Generally, respondents gave high ratings to all JOBS components in terms of overall worth even though many did not believe that some components would help them find employment (Table 6.4).

Table 6.4
Respondents' Perceptions of Components, Year-Two Responses

Component	Respondents who Recalled Participating in Component (%)	Average Rating of Worth*	Respondents who Think Component Will Help Find Employment (%)
Job Skills/Self-Initiated Training	21	1.1	100
Survival Skills for Women	46	1.3	84
STEPS	4	1.3	100
Job Readiness/Group Job Search	31	1.3	90
Volunteer Work Experience	14	1.4	81
Adult Education	60	1.5	71
Life Skills	10	1.9	50
Individual Job Search	19	2.0	66
Average Total	—	1.4	80

Source: 1993 Participant Interviews
*Scale of 1 (very worthwhile) to 5 (not worthwhile at all)

Education. Inadequate education was the most widespread barrier to employment reported by SL II respondents in all four sites in both years one and two. Since JOBS has consistently stressed and has funded adult education components, almost all participants who felt they needed education had access to ABE/GED classes through JOBS. Respondent ratings of adult education components were generally positive but were not high relative to other components in terms of overall worth and value in helping find employment.

Of those respondents who began adult education components, only 36 percent received a GED; the remaining 64 percent were either still pursuing a GED (32 percent) or had dropped out of the program (32 percent). Respondents' views of their adult education classes were mixed. Some found teachers and classmates to be supportive and helpful, while others had problems with the quality of instruction and the availability of classes. The wide variation in availability and quality of adult education classes was also noted in interviews with administrators and staff at the four sites.

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[119] See Bergman (1986) and Kamerman and Kahn (1988).

The perceived effects of adult education components on respondents' needs and circumstances were mixed. On one hand, the widespread provision of adult education to SL IIs and SL IIIs has responded to a perceived need for education on the part of survey respondents. Inadequate education, however, remained a critical barrier for most respondents one year after beginning education component. This suggests that the magnitude of education deficits are great and educational successes might be better measured over the long term.

Respondents' barriers also affected their ability to complete adult education components. As noted above, more than half of year-two respondents said they had trouble attending class primarily because of family responsibilities, personal health problems, and unreliable transportation. The second most common reason for terminating participation in JOBS was securing employment. While respondents felt that education would help them find better jobs over the long run, many also found that they could find minimum wage employment on the short-term without completing their GEDs. Survey results indicate that an equal number of those who obtained their GEDs and those who attempted but failed to obtain a GED (31 percent and 29 percent respectively) successfully found employment during the survey period. Again this points to the need to consider the advancement towards self-sufficiency through education as a long-term goal.

Finally, a number of respondents indicated that the lack of post-secondary educational opportunities was also a barrier to finding employment. Some respondents hoped JOBS would offer more college preparatory classes, including assistance in passing the TASP test. Since fall of 1989, students have had to score a passing grade on the TASP before they are allowed to enter Texas public colleges. Additionally, little financial support has been available for those few respondents pursuing self-initiated education or training at community colleges and universities. Texas JOBS policy allows—but does not encourage—clients to enroll in up to 60 credit hours of post-secondary education; it does not finance such activity but expects students to secure JTPA funding or to obtain loans and grants through other state and federal programs.

Job Skills Training. All year-two respondents who were able to participate in job skills training thought it was very worthwhile and helped them become more job-ready.

In a major shift from year-one results, almost no respondents identified lack of job skills as a barrier to employment during year-two participant interviews The exception to this was in Bexar County where it was the most frequently mentioned barrier. This may reflect a change in expectations regarding the availability of skills training through JOBS and the fact that all those who did participate in such training were employed and no longer felt the barrier of skills deficit to employment. Expectations that job skills training would be available to all participants were high in Bexar County, but only a handful were actually enrolled in JTPA programs there.

Sixteen respondents participated in job skills training courses, ten completed their courses, five are still in progress, and one had to drop from her course. These respondents received skill training in such occupations as clerical, nurse's aide, cosmetology, medical assistant and dental assistant. Respondents received training through local JTPA programs and community colleges.

- Year-two survey results show that those who successfully completed skills training had better outcomes than those who participated in any other JOBS component. This result is consistent with the statewide impacts discussed in Section V of this report. Seven of the ten who completed skills training found employment and earned higher average wages than respondents who had participated in other components.
- In Tarrant County, job skills training participants were part of a multi-agency initiative that provided services from DHS, JTPA, TEA, the Tarrant County Women's Center, and the local Housing Authority to JOBS-eligible residents of the Butler Housing Community.

These positive results, however, are tempered by the fact that those who received training in most instances were already screened and assessed by JTPA staff. For example, to ensure that those who participated would benefit and attain positive (employment-based) outcomes in the case of the Butler Housing Community initiative, participants were subject to screening by at least three agencies.

JOBS Contractor Services. Even though job search skills was not identified as a major barrier to employment, most respondents who participated in the core components offered by the JOBS Contractors (i.e., TEC, Maximus) felt that job readiness and group job search seminars were worthwhile. Ninety percent of respondents felt that they learned enough from the seminars to help them find a job. Life skills and individual job search were seen as less effective by many respondents: only one-half of respondents felt life skills helped their employment possibilities, and 66 percent felt individual job search did so. Many who participated in Life Skills did not even remember that they had been in this component. Individual job search was seen by many as a long unfruitful exercise, and respondents felt that JOBS staff should have provided more intensive job placement services rather than focus primarily on a target number of job inquiries.

Survival Skills for Women. Survival Skills for Women was often available to SL II clients primarily, usually near the beginning of their JOBS service plans. Many respondents were participating in this component at the time of the year-one interviews. While Survival Skills for Women was not seen as directly addressing their barriers to employment, 84 percent of clients felt that many issues in the seminar would help them when they started looking for jobs as well as later in the work place. Assertiveness training, self-esteem and confidence building, conflict resolution, and peer support were seen as valuable assets to attaining employment goals. Although most year-two respondents had participated in Survival Skills for Women training nearly one year earlier, all recalled the experience and ranked the component third (after job skills training and self-initiated activities) in overall worth.

Volunteer (Unpaid) Work Experience. Year-two respondents who participated in volunteer (unpaid) work experience were generally positive about this component: 81 percent of respondents stated that work experience would help them find a job in the future, but none expressed that the experience would enable them to move quickly into paid work. In many cases, volunteer work experience was a way to fill participation gaps between components and usually did not teach respondents a wide range of skills. Respondents generally enjoyed their experiences with this component. Many of those who had never worked felt proud to be "going to work" every day for at least a short time period.

Support Services: Transportation Allowance. All year-two respondents indicated that they were offered transportation allowances for attending JOBS activities. The allowance enabled respondents to put gas in their cars or buy bus tokens and also served as an extra cash incentive for participating in the program. Year-one survey results showed that most respondents felt that the allowance was enough to cover their needs, but that many also relied on unreliable and limited means of transportation (borrowing a car, finding rides from friends and family, walking, and taxis). Year-two interviews showed that the lack of reliable transportation remained an important barrier to effective JOBS participation and subsequent employment, a barrier that JOBS has not been able to effectively address.

- Inadequate transportation was seen as a barrier to employment by about ten percent of respondents. Transportation difficulties were the third most frequent reason respondents gave for missing JOBS classes, and ten percent of respondents stopped participating in the program altogether because of transportation problems. These perceptions are fully consistent with the analysis of participation patterns presented in Section IV.

- Participants in counties like Hidalgo, Angelina and Nacogdoches, where public transportation is limited or non-existent, will continue to face this problem in efforts to attend JOBS activities and to maintain stable employment. Allowances are of limited usefulness where no real transportation system exists.

Support Services: Child Care. As reported by nearly all respondents during year one, JOBS in-program child care assistance provided parental choice and sufficient care options through the CCMS. Roughly two-thirds of year-one respondents were taking advantage of JOBS child care to facilitate their participation, and respondents rated their child care sources highly. Some potential problems were noted in year one about the hesitation of parents to leave their children (especially very young children) at child care centers for fear of neglect or abuse. Also, there appeared to be a shortage of adequate care for those with children who felt too old to go to a day care center but were too young for self-supervision.

The freeze of JOBS child care funding during the spring of 1993 primarily affected those respondents who had discontinued care and could not re-enroll their children after the freeze took affect. This situation was not widespread. A majority of respondents had terminated participation in JOBS before the freeze in child care occurred.

While 15 percent of respondents perceived lack of child care as an important barrier to employment in year one, this concern was identified by only seven percent of respondents in year two. Information about child care available (JOBS and transitional) through the CCMS and actual experiences arranging informal, unsubsidized care while in JOBS or employed may have led to this shift in perceptions. Another factor that may have reduced concerns over lack of day care is the fact that in year two 17 percent of respondents felt that they could not work because they needed to be at home taking care of their children and families. Respondents expressed a need to make themselves more available for their children's health problems, academic progress, and safety in dangerous neighborhoods. This is a rise from less than four percent who expressed these concerns during year one. Staying at home to take care of children and disabled family members would preclude both employment and the need for child care.

Additionally, preliminary findings indicate transitional child care benefits are underutilized. Respondents who were working as of June 1993 did not rely heavily on CCMS services: only one used transitional child care, two relied on JOBS-funded child care, and the rest made arrangements with family or friends. The significance of this information may not be that transitional child care is unneeded, but that it tends to be underutilized for other reasons. Relying on informal sources of child care is attractive to respondents in terms of short-term convenience (as Section E discusses), but may prove less beneficial for young children's developmental needs and less reliable for longer-term, stable employment.

Summary. JOBS activities and services have partially addressed the needs and circumstances of respondents. Major findings include:

- Education deficits, while addressed by JOBS in the form of adult education programs, are still a key barrier after one year of program contact. Education deficits may be a barrier that must be addressed over a longer term than the scope of this study. More opportunities for post-secondary education might also help alleviate this barrier.

- Job skills training produced the most positive outcomes for respondents over the span of the study. In year two lack of job skills was seen as a major barrier for only a few respondents in three of the four study sites, in contrast to year one when job skills was seen as a deficit across all sites.

- While the need for job readiness and Survival Skills for Women did not correlate to any specific respondent-identified needs for successful employment, most perceived these components as very worthwhile and thought that the classes would help them find employment.

- Support services offer a wide range of in-program child care choices that have responded well to participant needs. Resources were available to respondents who needed in-program care and the freeze in child care funding during the Spring of 1992 affected few interview respondents still involved with JOBS at that time. Transitional child care was underutilized. Participant needs associated with post-program care choices may be different from needs associated with in-program care. Transportation assistance is limited to a travel allowance which helps clients who have access to reliable transportation. Those without reliable transportation still perceive transportation as a major barrier to employment.

- The Texas JOBS program has addressed a number of respondents' needs, however, other barriers have not been resolved or effectively addressed thus far, including: family responsibilities, personal health problems, unreliable transportation, and general economic conditions. Some of these are beyond the scope and reach of the program. These barriers, however, will continue to hamper effective participation in JOBS and employment.

D. Economic Self-Sufficiency

The stated goal of the JOBS program is the attainment of economic self-sufficiency for AFDC families. As discussed in the May 1993 Center for the Study of Human Resources report entitled *Economic Self-Sufficiency for AFDC Families*, the "measures of program success are a reduction of the AFDC rolls or employment of AFDC caretakers in full-time minimum wage jobs. Unfortunately, these do not result in income levels sufficient to remove families from poverty or to attain economic self-sufficiency."[120]

This section addresses the third key subquestion, "Has the JOBS program prepared participants for becoming economically self-sufficient?" The following topics are presented using survey data from both rounds of interviews: 1) respondents perceived wage needs for self-sufficiency, 2)respondents' reported wages after participation in the JOBS program, 3) the images respondents have of life without welfare and 4) the experience of participants cycling between receiving AFDC and employment.

Perceived Wage Needs for Self-Sufficiency. During year-one and year-two interviews, respondents were asked to estimate their wage earning ability after participation in JOBS and the wages needed to live without public assistance. Figure 6.3 shows the average hourly wage respondents expected to earn after completing the JOBS program (referred to as the "expected wage") and the average hourly wage they believed necessary to earn for their family to be economically self-sufficient (the "perceived self-sufficiency wage"). For all sites, respondents during both rounds of interviews stated higher self-sufficiency wages than expected wages. On average, respondents increased the earnings they thought necessary to achieve economic self-sufficiency from year one to year two (by $0.70/hour). Survey results indicate that employed participants with more experience as wage earners were more realistic about their needs at the time of the second-round interviews. Also, while in Nacogdoches and Bexar counties respondents became less optimistic about the wage they could earn, in Tarrant and Hidalgo counties respondents became more so.

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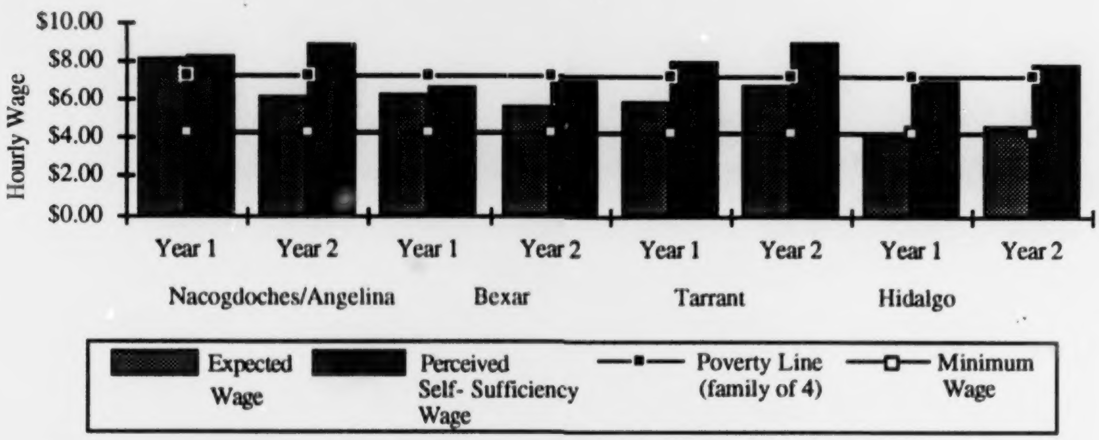
[120] Center for the Study of Human Resources (1993a), p.1.

Figure 6.3
Respondents' Expected Wages and Perceived Self-Sufficiency Wages
Averages by County and Survey Year



Source: 1992 and 1993 Participant Interviews

As in year one, respondents in year two were aware that they would not achieve economic self-sufficiency immediately after participation in the JOBS program. Perceived self-sufficiency wages, while increasing after one year of program participation and/or employment, are still less than realistic and hover close to the poverty line. This may indicate that the concept of self-sufficiency is not clearly defined for participants and that program components foster incremental moves towards self-sufficiency rather than prepare clients for total independence from public assistance. Compared with outcome wage data presented in Section V and with self-reported data of respondents regarding actual wages earned, respondents' expected wages were quite optimistic in all sites except Hidalgo County. Employment and wage patterns presented below show that participation in the JOBS program led to employment for only some and to wages that met the expectations of few.

Respondent Employment Patterns Forty percent of year-two respondents stated that they had worked for some time during the survey study period. These respondents worked, on average, 33.5 hours per week and earned, on average, $4.53 per hour. Many respondents claimed that program components helped, directly and indirectly, their ability to find employment. A comparison of respondent reported wages and their scheduled JOBS components revealed that those who participated in job skills training and found employment earned, on average, $5.38 per hour (Table 6.5). The statewide impact of job skills training on JOBS participants is presented in Section V of this report.

Those respondents who participated in Job Readiness/Job Search classes (generally SL Is) and found employment earned an average hourly wage of $5.05. Basic Education participants (generally SL II participants) who found employment but did not participate in any job training earned $4.00 per hour, on average. Notably, those who did not participate in any components beyond assessment and found employment (n=7) earned, on average, $4.76 per hour. These respondents also had the longest average length of employment (5.7 months). The average length of employment for those completing Adult Education was 2.2 months and for Job Readiness/Job Search was 3.8 months. The types of jobs that respondents from all groups most frequently held were as clerical workers or nurse's aides. Other typical occupations included food service workers, cashiers, and housekeepers, all of which are low-wage occupations that generally do not offer job-related benefits.

Table 6.5
Respondents' Average Hourly Wages Earned by Educational and Training Accomplishment

None	$4.76
Complete Adult Education Component	$4.00
Complete Job Skills Training	$5.38
Complete Job Readiness/Job Search	$5.05

Source: 1993 Participant Interviews and Participant Case File Information

Respondent Earnings Patterns The poverty income threshold in 1992 for a family of four (the average family size for the survey sample) was the equivalent of $7.27 per hour.[121] It is clear from the wage information given above that, on average, participants have not earned a wage equal to or higher than this amount. The participants that were closest to reaching the poverty threshold wage were those who had received job skills training. Figure 6.4 shows clearly that the average wages earned by respondents on a weekly basis fall short of poverty income levels. The fact that respondents' average wage is just above the federal minimum wage and that respondents, on average, worked less than full-time contribute to a lower weekly average wage. The shortfall between actual wages and the poverty line is acute for respondents with more than one child.

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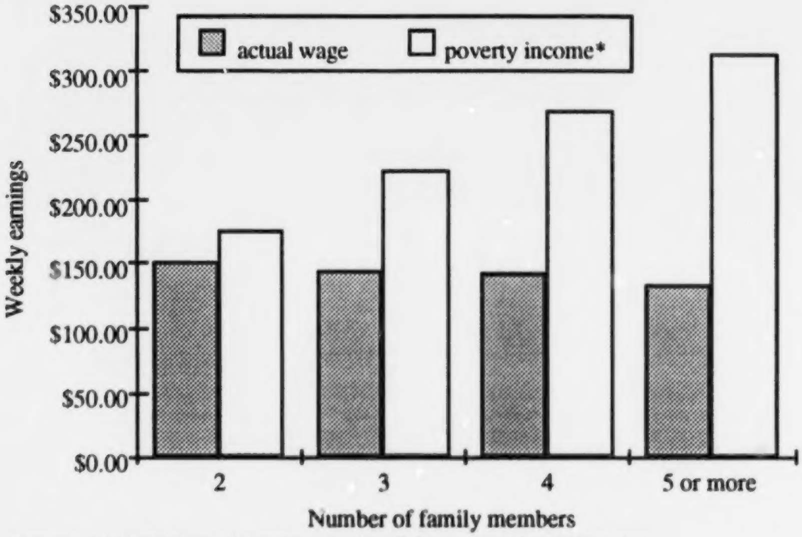
[121] Texas Department of Human Services, *DHS at a Glance* (1993), p. 3.

Figure 6.4
Respondent Average Weekly Wage Compared to Poverty Level Income



Source: 1993 Participant Interviews and Participant Case File Information
*Based on 1992 poverty income guidelines, assuming a 52-week year.

Of those respondents that were employed at the time of year-two interviews, 56 percent were no longer receiving AFDC, generally because of their increased earnings. However, self-reported respondent data showed that nearly all of those employed still received food stamps and 64 percent were living in public housing. There were only three employed respondents that were not receiving either food or housing assistance. These three respondents were in similar situations since they were no longer dependent on public assistance, they were employment in stable full-time positions, and they had the benefit of income from two wage earners in the household. While program participation may have supported their employment efforts, it was not the key factor for the self-sufficiency of these respondents.

Participant Cycling Between AFDC and Employment. The employment and wage information reported by survey respondents indicate that nearly all are far from the goal of economic self-sufficiency. Employment of respondents led to a decreased dependence on AFDC for some but continued dependence on other sources of financial support by nearly all. Findings from an ongoing investigation of employment opportunities for women participating in the AFDC program show that more than 40 percent of AFDC mothers nationwide rely on "packaging" a combination of earnings, public assistance, and family support.[122] This investigation also has shown that AFDC mothers do not have steady full-time employment, generally only having access to low skill, low wage jobs and cycling between AFDC and employment to meet their basic needs.

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[122] Hartmann and Spalter-Roth (1993).

Year-two respondents' reported work patterns and reliance on public assistance during the period between year-one and year-two interviews indicate a similar trend. Forty percent of year-two respondents worked for some time over the year between interviews. Of those who worked, 34 percent had worked more than one job over the year and 25 percent had been employed for less than one month. Seventy-four percent of the jobs respondents held offered no employee benefits; 23 percent of jobs that did offer benefits generally only provided health coverage.

Unstable work patterns are likely linked to the barriers respondents indicated as preventing them from securing employment in the first place such as lack of transportation, family responsibilities and personal health. Additionally, the 12-month limit on transitional Medicaid was observed to be a potential source of cycling between work and AFDC. Employment with firms that do not offer sick leave or medical benefits for their employees turns personal or family illness into a major obstacle to achieving stable employment. A few respondents revealed that they chose to participate in AFDC primarily for the access to health care for their chronically ill children.

Images of Life Without Welfare. Respondents were asked during both rounds of interviews how they would imagine their lives if they had a job that paid more than minimum wage and they were no longer receiving AFDC. The responses were the same for both rounds: the majority (85 percent) stated that they expected their lives would be better. It was clear to interviewers that some respondents had little experience with the financial realities of life without AFDC and Medicaid, making their speculation about life without welfare less informed.

For those respondents who offered more detail about how they thought their lives would improve, the most frequent response dealt with gaining independence. Most (64 percent) stated that having a job would make them more economically independent. Two stated that having a job would bring them independence from *their* mothers. Several also commented that they would prefer to be working so they would not have to be dependent upon DHS.

The second most frequent response about how their lives would be better was that they would have more purchasing power (38 percent). Participants had difficulty finding the resources to satisfy their children's clothing and school supply needs. They reasoned that if they earned more than minimum wage, this resource shortage would not occur. Several commented, however, that even if they were earning more, fulfilling the needs of their children would still be difficult. As one mother stated, ". . .all the money would go to caring for the kids." Another noted that "...we wouldn't eat as well, [I] would worry about paying bills."

The third most frequent response reflects the immediacy of respondents' economic and monetary needs (31 percent). Simply stated, life would be better because they would have more money. "[I'd] have more money and not need money from welfare." Several stated that being paid more frequently than once a month would make their lives easier.

Summary. The observation that participants who found employment achieved a low level of economic self-sufficiency reinforces the finding in the preceding section. Significant barriers still exist; these must be resolved before self-sufficiency can be achieved. Participants have made advancements and in most instances they realize what is needed to better their circumstances. For a majority of participants JOBS has addressed the barriers that hindered their participation in the program. The barriers respondents encounter once they become employed, however, need to be addressed by the program before economic self-sufficiency can be obtained.

Key findings with regard to the third subquestion include the following:

- The perceptions of respondents regarding the wages they expected to earn after participation in JOBS and the wages they felt they needed to earn to become economically self-sufficient point to three important findings. First, respondents clearly understand that the wages they earn after participating in JOBS will not bring economic self-sufficiency. Second, wage expectations are optimistic relative to actual earning information. And third, respondents do not have a clear idea of the financial realities associated with complete economic self-sufficiency (respondents' perceived self-sufficiency wages were at or near the poverty level).

- Respondent-reported earnings information reveal that participants achieved only a very low level of self-sufficiency after program completion. Thirty percent of year-two respondents were working at the time of year-two interviews; only fourteen percent of respondents were earning more than minimum wage and no longer qualified for AFDC. Only one person was earning a wage higher than the poverty line (by $0.60/hour), and all but three respondents were still dependent on a number of other forms of public assistance

- Survey data suggests that a majority of respondents who have worked during the panel study period relied on low wage jobs along with public assistance with possible "cycling" between receiving AFDC and employment (especially after transitional Medicaid is exhausted) as opposed to achieving higher levels of economic self-sufficiency. Participants consistently find employment in low-wage, dead-end jobs in which turnover is high and benefits such as sick leave and health insurance are scarce.

- A majority of respondents stated that if they were able to work for more than minimum wage and no longer received welfare benefits their lives would probably be better. While some respondents could speculate on "life without welfare" based on experience, some respondents had only vague ideas about what their lives would be like. Most respondents felt that independence and

> control of their own finances would make them feel better about themselves and their families. Some realized that employment and the subsequent loss of welfare benefits would result in higher bills for food, housing, health care and child care and others felt that employment would bring more money into the house than welfare assistance.

E. Family Needs and Circumstances

This section responds to the fourth subquestion, "How has the JOBS program dealt with the needs of participants' children and with participants' broader family circumstances?" A comparison of year-one and year-two perceived needs and circumstances is presented as well as an examination of the effects of JOBS on respondents' families.

Changes in Family Needs and Circumstances. In order to understand the broader needs of respondents' families, year-one respondents were asked to identify which of seven basic needs were supplemented through outside assistance and to rate how well their needs were being covered. Most respondents felt that these sources covered their needs either very well or fairly well (Table 6.6). The exception to this trend was income. The AFDC grant did not cover basic needs for income as expressed by respondents.

Insufficient income should be an incentive to participate in JOBS, yet year-one results also noted the possibility that lack of income could motivate participants to take low-wage jobs immediately, making long-term education and training goals more difficult. Year-one interviews also revealed that although respondents gave a high rating to the ability of outside assistance to provide housing, many were dissatisfied with the safety in crime-ridden neighborhoods, maintenance problems in rental units, and insufficient space.

Table 6.6
Respondents' Ratings of Basic Needs Assistance Sources

Basic Family Needs	Average Rating/ Year One	Average Rating/ Year Two
Income	3.33	3.14
Food	1.78	2.05
Housing	1.87	1.68
Utilities	1.91	1.87
Medical	1.38	1.31
Transportation	1.95	1.84
Child care	1.47	1.31
Total	1.95	1.88

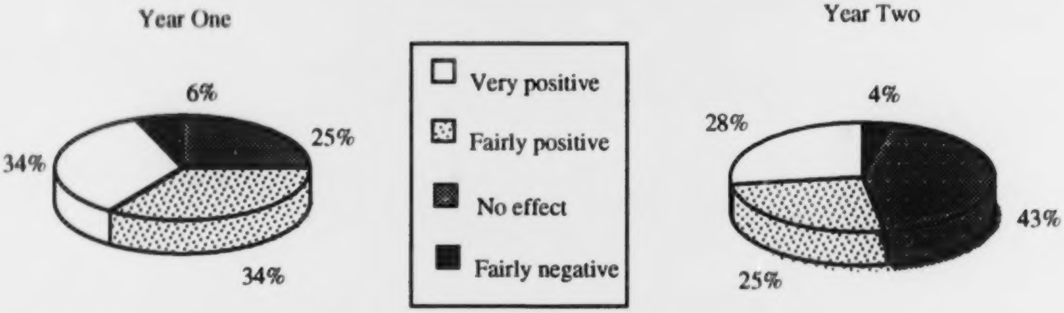
Note: Scale of 1 (best) to 5 (worst).
Source: 1992 and 1993 Participant Interviews.

Nearly 30 percent of year-two respondents claimed that they had not received AFDC for some time during the study period. According to DHS records, a high percentage of these exits were due to increased earnings. Income levels for these respondents improved because of employment, yet all but three individuals were still dependent on some form of assistance for all other basic needs. Table 6.6 shows year-two respondent ratings of the ability of outside assistance to cover their basic needs. Clearly, responses from year one and year two indicate that little had changed regarding respondents' feelings about how well their basic needs are being met. A few respondents did feel that the material quality of their lives had improved because of JOBS. Three individuals who claimed that they were able to live without any public assistance felt that JOBS helped them succeed, and those who were employed but still on public assistance feel much better about having control of more income. This feeling was not widespread, however; as presented below, the non-material needs and circumstances that respondents identified offer more insights about the effect of JOBS on families.

How Has JOBS Affected Respondents' Families? Year-one respondents who had finished at least one component and all year-two respondents were asked to rate the effect of JOBS on their children and families and to judge whether they would be better or worse off if they had never begun the program. As Figure 6.5 shows, fewer year-two respondents felt that the program had a positive effect on their children and families and more stated that the program had no effect at all when compared to year-one responses. However, a higher percentage of year-two than year-one respondents felt that without the JOBS program, they would be worse off.

In year one most respondents (71 percent) thought JOBS was having a positive effect on their families because they had better hopes for future employment and economic security, they were better able to act as positive role models for their children and became more involved in their children's education, and because lessons learned in Survival Skills helped family situations. Negative effects of JOBS for year-one respondents included the perception that participation took time away from parenting and other family responsibilities. Nearly 25 percent of respondents felt that the program had no effect at all on their families.

Figure 6.5
Respondents' Views of the Effect of JOBS on Their Families



Source: 1992 and 1993 Participant Interviews

Fewer year-two respondents felt that JOBS affected their families and children, most because they were not able to complete the program and were not employed as they had hoped. Those who did feel that the program affected their families expressed similar feelings in year one: JOBS made families more enthusiastic and supportive of respondents' efforts, and participation helped parents become better role models (Table 6.7). Twenty-seven percent of year-two respondents who received child care at day care centers observed improvements in their children's energy level, attention span, and social skills. This development is particularly encouraging in light of the desire that JOBS address intergenerational welfare issues. The negative effects of JOBS which respondents identified during year-one and year-two interviews stemmed from the concern that program commitments took time away from their children and families.

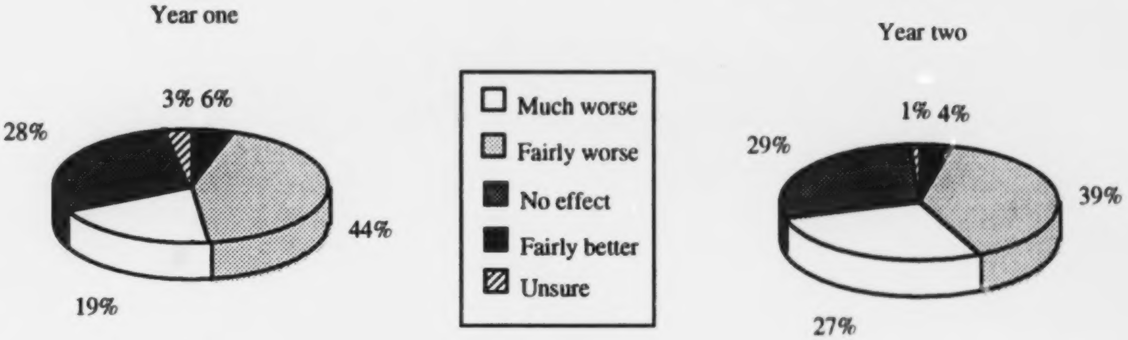
Table 6.7
Respondent-Identified Effects of JOBS on Their Families, Year-Two Survey

	Percent of responses
Children supported parents' efforts	23
No effect	22
Set good example for children	14
Children helped by day care	27*
Took time away from families	12
Parenting skills improved	7
Brought family hope for better future	4
Brought parent closer to employment	3
Other	2

Source: 1993 Participant Interviews.
*Applies only to respondents with children in day care.

While a lower percentage of year-two than year-one respondents could identify positive effects of JOBS on their families and children, when asked to compare their lives before beginning JOBS and one year after, responses were more consistently positive for both years (Figure 6.6).

Figure 6.6
Respondents' Views of Life if They Had Never Participated in JOBS



Source: 1992 and 1993 Participant Interviews

In comparing their lives before and after they participated in JOBS, most respondents identified less tangible, qualitative effects of JOBS on families rather than material or direct economic effects of the program (Table 6.8). Many stated that before the program they were "just sitting at home doing nothing" and that participating in education and training, as well as goal setting, was helping them think about the possibility of a better quality of life for their children. The 20 percent of year-two respondents who felt that they were neither better nor worse off after program participation generally either felt that the they would have made an equal effort to move their families out of poverty without JOBS or that the positive effects of participation or employment were offset by the negative effects of having less time to deal with parenting and other family responsibilities.

Table 6.8
Respondents' Explanations of the Effects of JOBS on Their Families
Year-Two Responses

	Percent of Responses
Helped Parent Take Positive Steps for Family	28
No effect	25
Education Opportunities Will Lead to Better Jobs	13
JOBS Lead to Employment/More Income	9
Education Helped Parent Become More Involved in Children's Education	8
Parenting Skills Improved	5
Brought Family Hope For Better Future	5
Children Were Helped By Day Care Experience	5
Other	2

Source: 1993 Participant Interviews.

Summary. Few respondents reached even a low level of self-sufficiency in terms of earnings and independence from AFDC and needs for assistance in maintaining basic needs for their families have changed little since year-one interviews. However, a number of broader circumstances have affected and improved the general quality of life for families:

- As in year one, a majority of respondents felt that JOBS had a positive affect on their families and that they are better off because of having participated. In year two, however, more respondents were concerned that participation took time away from their household responsibilities.
- The most frequently stated reasons why JOBS affected their families positively were that their children took interest in and were supportive of their efforts to gain education, training, and employment; the program helped respondents act as better role models for their children; and that day care had a positive effect on young children.
- Most respondents felt that their families were better off because of the JOBS program. Many indicated that motivation, goal setting, and participation in education and training helped them take the first steps necessary for a better life. Educational opportunities were thought to lead to better jobs for the future and, in the present, allow parents to take a more active role in their children's education.

F. Balancing Parenting and Work Roles

The Family Support Act represents a trend in welfare reform policy in which parents with all but very young children receiving AFDC are expected to work. While provisions are made to facilitate work and parenting, such as guaranteed child care during JOBS participation and transitional benefits for those who leave AFDC due to increased earnings, juggling employment and parenting remains a challenge for low income families. This section offers findings regarding subquestion five, "How do participants view the potential conflict between their roles as parents and workers?" Specific issues addressed include 1) child care choices, 2) family responsibilities, JOBS participation and work, and 3) intergenerational welfare.

Child Care Choices. Child care was a key factor in successful participation for many respondents.[123] As year-one data indicated, CCMS child care services were utilized by 65 percent of respondents and were found to adequately address the needs of most. Those who did not use JOBS in-program child care arranged child care through family or friends or did not need care. Just as during year-one interviews, year-two respondents rated highly the child care sources they used while in JOBS or employed, with an average rating of 1.5 (Table 6.9).

Table 6.9
Respondents' Ratings of Child Care Sources
Averages for Year-Two

Type of Care	Convenience	Quality	Safety	Average	Percent Who Used Care Source
Formal Child Care Center	1.4	1.9	1.6	1.6	50
With family members at the child's home	1.2	1.3	1.1	1.2	20
With family members outside of the child's home	1.8	1.6	1.6	1.7	16
Youth Camp	1.2	1.5	1.5	1.4	5
With friends outside of the child's home	1.2	1.8	1.2	1.4	5
With friends at the child's home	1.8	1.5	1.5	1.6	4
Total	1.4	1.6	1.4	1.5	100

Note: Multiple sources per respondent possible; scale of 1 (best) to 5 (worst)
Source: 1993 Participant Interviews

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[123] Child care in JOBS has been the focus of considerable research recently. Meyers (1992) is a particularly good report.

Ratings in terms of convenience were highest for respondents who could get care from family members already living in their homes or from neighbors. Proximity of child care was seen as an important convenience factor particularly for those with limited means of transportation. Formal child care centers received the lowest quality ratings. A number of respondents had trouble finding child care centers with which they felt comfortable. Many year-one respondents chose not to leave their children in centers for fear of neglect or abuse. Proximity may also play a role in this, since many respondents were limited to finding centers near their homes or JOBS activity locations rather than seeking out the best quality centers regardless of location. The lack of care options for after-school and summer activities for school-aged children was documented from year-one results. Bexar County addressed this need by providing school-aged children the opportunity to attend a summer youth camp while their parents participated in JOBS.

Problems associated with continuous child care during JOBS participation and subsequent employment included: informal sources of care that became unavailable over time; problems finding acceptable day care centers (especially for infants and older children); and the child care funding freeze which primarily affected those respondents who had to drop out of the program for a short time and found they were unable to resume child care through JOBS. Child care problems, however, were not widespread; fewer than ten percent of year-two respondents felt they adversely affected their program participation.

Preliminary findings on child care use by those who became eligible for transitional child care indicate that CCMS services were underutilized. As of June 1993, only one of eight eligible respondents received transitional child care assistance, and this respondent was also working for a child care center supported by the local CCMS. The reasons for this underutilization and its impact on stable employment are points for further investigation.

Family Responsibilities, JOBS Participation and Work. Year-one respondents recognized the potential conflict of work and parenting but overwhelmingly chose the expected net benefits of future employment over those of remaining at home. Year-two survey results indicate that this choice was put to the test over the panel study period. Many respondents adjusted their opinions based upon their experiences in JOBS and in the workforce.

Table 6.10 shows the shift in respondents' perceptions from year one to year two. During year one, respondents were more likely to say they still had time to spend with their children while participating in JOBS. With regard to employment the shift in perception was extreme, and the impact of a full-time job on family responsibilities was more fully recognized. Again, it is clear that after one year of program participation and/or workforce attachment, respondents had a more realistic and less optimistic perception of their success in the labor market. Their needs to stay home with sick children, to make sure children arrive home safely after school in dangerous neighborhoods, and to spend enough time tending to their children's academic and discipline problems were of greater concern during year two.

Participation in the JOBS program and success in employment depend heavily on parents' ability to adequately address the needs of their children. Participation in JOBS is facilitated by the fact that only 20 hours of participation during school hours is expected, good cause is granted for sick children and family emergencies, and child care options to date have been widely available. Respondents' concerns about work and their children presented in this chapter indicated that work force participation is not as feasible as JOBS participation for many of these individuals. Some factors that contribute to this perception may include: the increased demand on their time that full-time work involves (work hours generally extend beyond school hours); low-skill/low-wage jobs usually do not offer sick leave; and as preliminary results indicate, child care options generally accessible while in JOBS are not so accessible while working. These are serious issues which offer a challenge to the JOBS program to directly address the broader needs and circumstances of the children of JOBS participants.

Table 6.10
Respondents' Perceptions of Their Ability to Spend Time with Their Children

	Year One		Year Two	
	While Participating in JOBS Program (%)	After Obtaining Full-time Work (%)	While Participating in JOBS Program (%)	After Obtaining Full-time Work (%)
Would have enough time for children	84	57	79	38
Would not have enough time for children	14	26	19	41
Would have enough time with children only if day job (8-5)	—	14	--	18
Unsure	1	3	2	2

Source: 1992 and 1993 Participant Interviews.

Children and Welfare. Year-one survey results indicated that respondents were very much aware of what their children needed in order to avoid dependence on welfare as adults. Access to education, providing a secure economic base, and learning from parents' examples were key needs expressed. Year-two interviews revealed that perceptions had not changed noticeably during the panel study period (Table 6.11). A slightly greater emphasis was put on finding employment and supporting their children better; this may be linked to respondents' stronger focus on obtaining immediate employment by year two.

Table 6.11
Respondent-Identified Methods for Preventing Intergenerational Welfare

	Year One (%)	Year Two (%)
Encourage and support their education	43	38
Find a good job and support them well	18	21
Let them learn by parents' example	14	15
Other	10	12
Teach them to value work	8	6
Teach them to avoid pregnancy/sex	3	4
Help them find jobs	2	2
Nothing	2	0

Source: 1992 and 1993 Participant Interviews
Note: Multiple responses possible.

The role of JOBS in helping stop the cycle of intergenerational welfare has remained secondary to the program's emphasis on meeting federal participation rates and encouraging participants to find immediate employment. As hypothesized from year-one survey results, economic self-sufficiency may not be a real, near-term possibility for many JOBS participants. The children of AFDC caretakers may be the key determinant of the long-term success of the program.

Perceptions of the effect of JOBS on intergenerational welfare changed little from year one to year two (Table 6.12). Many year-two respondents who found employment felt that JOBS helped them become more motivated to look for work and that the control of extra income made it possible for them to provide more material goods for their children. Educational opportunities made it possible for respondents to become more involved in their children's education as well. Participation in JOBS and employment helped them to be better role models. However, a number of respondent (12 percent) were unable to recognize any effect JOBS may have had on their children's future.

Table 6.12
Respondent-Identified Program Contributions to Preventing Intergenerational Welfare

	Year One (%)	Year Two (%)
Will help them by helping parent	44	44
Will help parent set an example	30	24
Will not affect children at all	8	12
Unsure	3	6
Parent can pass on what she has learned at JOBS activities	8	—
Other	6	8
Children can also go through the program when they are older	1	3
Day care will have positive effect	1	3

Note: Multiple responses possible.
Source: 1992 and 1993 Participant Interviews.

The direct benefits of the JOBS program on intergenerational welfare may be limited to affording early childhood development for children who participate in quality child care programs. All other benefits that respondents recognized were indirectly associated with helping their children stay off of welfare.

Summary. The conflict between parenting and work roles was brought to light during year-one interviews and remained a consistent theme in year two. As observed after year-one interviews, a slight majority of respondents had children under three years old (51 percent). The variety of child care choices for JOBS participants helped alleviate respondents' family responsibilities while they were in the program, and parents felt they should become better role models by working and pursuing education to offset the possible intergenerational effects of welfare. However, fewer year-two respondents felt that they were able to work and spend enough time with their children, and as noted earlier family responsibilities were perceived as the third most important barrier to employment.

The JOBS program, while preparing caretakers for economic self-sufficiency through employment, has recognized the need to provide in-program child care assistance and lenient granting of good cause for illness and emergencies in order to address their children's needs. However, judging from respondents' views of their ability to adequately care for their children after finishing JOBS and entering the labor market and perceptions of the ability of JOBS to directly affect intergenerational welfare, JOBS, as currently funded, lacks a strong commitment to a two generation approach in assisting families escape poverty.

G. Summary of Findings

This section on the JOBS participant survey has provided information about the effectiveness of JOBS from the participants' point of view. It has also brought to light a number of important needs, circumstances and experiences of respondents and their families. While definitive answers about the program's effectiveness and impact on participants are not to be found from a study of this scope, the results presented above point to a number of important issues:

- A large majority of respondents felt that the JOBS program purpose was to help them find a job and the primary reason respondents agreed to participate in the program was to take advantage of education opportunities. Expectations regarding the ability of JOBS to help them attain their goals were generally high both during year-one and year-two interviews.

- Those respondents who were able to participate in job skills training had the most positive outcomes. Although adult education components were heavily utilized by respondents, lack of education remained a critical barrier to employment even after one year. This potentially signals the need to measure the success of education over the long term and provide more support for post-secondary education efforts.

- One-fourth of survey respondents did not complete their JOBS service plans during the panel survey year because of barriers to participation. JOBS provided support services for respondents; however, several barriers which were not adequately addressed by the program hindered respondents from achieving full participation in JOBS, such as: family responsibilities, personal health problems, unreliable transportation, and general economic conditions. Some of these are beyond the scope and reach of the program. These barriers, however, will continue to hamper effective participation in JOBS and employment.

- The stated goal of JOBS is the attainment of economic self-sufficiency for AFDC families. However, nearly all respondents who found work after participating in JOBS still relied on outside assistance to supplement their basic needs. Work patterns of respondents also support the theory that low-skill/low wage jobs enable families to survive only with the help of continued public assistance and "cycling" on and off welfare.

- The JOBS program is perceived by a majority of respondents as a positive step toward a better quality of life for themselves and their children. A majority of respondents expressed that, even though economic self-sufficiency was not feasible in the short term, participation in JOBS played a role in helping them envision and strive toward a better quality of life.

- Child care assistance, a key factor which allows parents with young children to participate in JOBS and the work force, was sufficient for most respondents. Parent choice ensured a wide range of options for care that respondents could choose from. Infrequent problems with child care generally involved parent dissatisfaction with the quality, safety and convenience of formal child care centers, unreliability of informal care, and the absence of child care when funds were frozen.

- An important finding from interview results is that parenting and work roles create a conflict that is difficult for many respondents to resolve. Family responsibilities and the need to stay home with young children were prevalent reasons for terminating participation in JOBS and for not seeking work. Single parents are especially hard pressed to juggle work and the needs of their children and families.

- JOBS, by design, has not focused directly on family's and children's needs and respondents primarily identified *indirect* effects of JOBS on their families. Also, while respondents clearly understood that in order to combat intergenerational welfare their children needed education opportunities, a stable financial base, and positive role models, the JOBS program also only indirectly assists parents ability to provide these elements and lacks a strong commitment to a two-generational approach.

VII. Costs and Benefits of the Texas JOBS Program

A. Overview

This section presents research findings concerning the costs and benefits associated with participation in the Texas JOBS program to address the following:

> **Research Question 7**: *What is the estimated average cost per participant of JOBS, including the activities and services provided by all agencies and programs whether on a reimbursable or non-reimbursable basis? What are recommended approaches for measuring multi-agency/program costs and benefits of JOBS participation? What are multi-agency/program costs and benefits of JOBS participation from key perspectives (e.g., client, government, society)?*

A number of problems arise when attempting to measure the performance of human resource development (or "human capital") programs like JOBS. One is that while most of the costs are incurred over a relatively short period of time (during program participation), most of the benefits are likely to be realized over a much longer period (extending years after program completion). Thus, comparison of costs and benefits is not straightforward; most benefits are projected rather than observed. Another problem concerns the measurement of costs and benefits. Some costs, and many of the benefits, are intangibles. Non-monetary costs and benefits such as foregone family time during education and training, improved self esteem and better family relations, are important. Data collection problems are also present. Differing accounting methods and time periods used by the JOBS partner agencies/programs can make it difficult to disaggregate costs by individual or type of service. The more concrete and observable benefits, such as decreased welfare dependency, increased future earnings, and productivity increases can only be measured precisely and consistently if reliable, long-term data are available. There are also issues regarding the ability to make causal inferences about the relationship between program participation and postprogram benefits, especially indirect benefits such as increased literacy, reduced crime and any intergenerational effects.

Benefit/cost analysis is one of the preferred methods for analyzing the effectiveness of government programs. Benefit/cost analysis seeks to quantify, to the degree possible, the benefits and costs associated with program participation and to put them in a comparable basis in the current time frame (i.e., present value). This allows policymakers to make consistent, well-informed, and objective decisions concerning the allocation of scarce public resources.

This section applies benefit-cost analysis techniques to the statewide random sample of six entering cohorts, consisting of 19,854 JOBS participants who began participation between November 1990 and March 1992. The costs of participation in JOBS for this sample are calculated and compared to the estimated value of the net impacts for the sample presented in Section V.[124] Separate results are presented for Service Level I and Service Level II participants. All results are presented on a per-participant basis to allow for easy interpretation and generalization. The results of the analysis are presented in three sections. The first section presents the costs of the Texas JOBS program, allocated across several dimensions: service provider (DHS, contractor, etc.), payment mechanism (DHS-provided, reimbursable, or non-reimbursable), revenue source (State or Federal), and service type (education, job search, or training). The second section presents the benefits, by source, of the Texas JOBS program. The final section compares the costs and benefits and calculates the discounted net benefit of participation in the Texas JOBS program from key perspectives, i.e., the JOBS participant, federal government, state government, and society.

B. Measuring Program Costs

Program costs encompass many different categories, some of which are more readily measurable than others. These costs include: administrative and processing costs, the direct costs of actual activities and services provided (reimbursable or non-reimbursable), and the value of any opportunities foregone by participants as a result of participation, including indirect effects on their children and other family members. Costs are both monetary and non-monetary.

A breakdown of the more readily measurable costs associated with the Texas JOBS program for FY's 1991-1993 is given in Table 7.1.[125] For illustration consider FY 1992. The total $102.7 million spent by DHS in FY 1992 can be broken into four broad categories: Agency Administration and Program Support, $9.7 million; Program Delivery (which encompasses DHS provision of assessment, life skills, job search and case management), $27.6 million; Reimbursable or Contracted provision of component activities by other agencies (by JOBS Contractors and TEA under the DHS classification of "Grant Benefits"), $13.0 million; and Support Services (Child Care, Transportation, and Work-Related Allowances), $52.3 million. The JTPA sub-total of $39.4 million is approximated based upon total JTPA expenditures and participation, that is the percentage of JTPA enrollees that consists of JOBS participants and the relative intensity of their training compared to that for non-JOBS JTPA enrollees. The other expenditures of approximately

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[124] Section V provides more details on the JOBS net impact estimates. See Blalock (1990) and Manski and Garfinkel (1992) for discussions of alternative evaluation designs in general and net impact analysis in particular. Gramlich (1990) presents the important theoretical considerations for cost-benefit analysis.

[125] The detailed sources for these figures are provided in Appendix E.

Table 7.1
FY 1991-93 Texas JOBS Program Expenditures

	FY 1991 (44,842 Participants)	FY 1992 (61,805 Participants)	Projected FY 1993 (66,000 Participants)
DHS			
Program Delivery	$20,737,767	$27,618,820	$29,975,534
Program Support/Agency Admin.	$8,581,232	$9,730,426	$10,531,944
Grant Benefits			
Contracted	$6,108,014	$8,038,721	$9,298,189
TEA	$2,316,270	$5,010,830	$5,573,463
Transportation and Work Related	$1,637,108	$5,739,385	$6,620,870
Sub-Total	$39,380,391	$56,138,182	$62,000,000
DHS Source Breakdown			
Federal	$22,534,586	$33,531,778	$37,200,000
State	$16,845,805	$22,606,404	$24,800,000
Sub-Total	$39,380,391	$56,138,182	$62,000,000
Child Care	$15,748,210	$46,568,365	$48,988,506
DHS Sub-Total	$55,128,601	$102,706,547	$110,988,506
JTPA (Approximate)			
Administration	$4,500,000	$6,200,000	$6,600,000
Training	$20,000,000	$27,600,000	$29,500,000
Support Services	$4,100,000	$5,600,000	$6,000,000
JTPA Sub-Total	$28,600,000	$39,400,000	$42,100,000
Other (Approximate)*	$4,700,000	$6,500,000	$6,900,000
Grand Total	$88,428,601	$148,606,547	$159,988,506

Sources: DHS unpublished data; TDoC unpublished data; THECB, 1992; TEA, 1993.

*Other costs include expenses incurred by JOBS participants and expenses for high school and community college education.

$6.5 million consist primarily of expenses incurred for high school and community college education. Some costs are not currently being captured; however the computing of costs has been relatively comprehensive, far more so than for benefits.

The preferred method of calculating a cost per participant for the six cohorts by service level would be to measure costs on a per-participant basis. Unfortunately, direct assignment of costs on a per-participant basis is not possible for most cost sources. Individual assignment of costs is only possible for the contracted JOBS costs. Data concerning these costs are available on an individual basis for each service provided on the JOBS monthly participation file. Thus, it is easy to calculate a per-participant cost for all contracted expenses outside of DHS. Data concerning child care and transportation expenses are also available on a per-participant basis on the JOBS participation file and a separate JOBS expenditure file. No per-participant cost information is directly available for services provided by DHS, TEA, JTPA or other providers of services such as ISDs and community colleges.

What is available on a per-participant basis (from the monthly JOBS participation file) are the hours of participation in each component. Information on JTPA participation is also available (from the Texas Department of Commerce's MIS for JTPA). It is possible to deduce the most likely provider of component hours by taking into account specific knowledge about individual components and providers. For example, if an individual has hours of participation in component 9 (individual job search) and the individual did not have a cost for that component from the JOBS contractor or receive such services from JTPA, then the most likely service provider is DHS. Using such reasoning, all component participation hours were divided into five categories: DHS-provided, JOBS Contractor-provided, JTPA-provided, TEA-provided, or other (high school, community college, vocational education, non-reimbursable adult education, etc.).

Individual participant costs can be approximated by assuming the cost per participant is proportional to the hours of service received from each provider. The activity costs for each JTPA SDA are separable into three categories: Administration, Training, and Support Services. Administration is assumed to be constant across participants. Training and Supportive Services costs per participant are assumed to be proportional to the amount of activity provided. Thus, a person who received training from JTPA for 2 months is assumed to have the same administrative cost as another person who received 1 month of training, but twice the training and supportive service costs on average. DHS, TEA and other activity provider costs (excluding DHS Agency and Program Administration) are not separable into administration and activity costs. TEA costs per student are available by Coop. Thus, it is assumed that all costs (including administrative) are proportional to the amount of activity provided. In some cases, costs from FY 1992 were applied to participation hours from FY 1991 due to lack of FY 1991 data. This imposes the additional assumption that the cost per participant per hour of component activity did not change between FY 1991 and FY 1992.

The results of these approximations are presented by service level in Table 7.2. Costs to JOBS participants include child care co-payments and remaining transportation and miscellaneous costs not covered by JOBS payments. The opportunity cost associated with the time spent in program activities is not included in this analysis, although reduced earnings during participation are captured in the next section in terms of lower average earnings. The second column, labeled "Enrollment Rate," shows the percentage of JOBS participants receiving services from a given provider. The third column shows the average number of hours of participation from a given provider. The fourth column shows the average cost per participant receiving services from that provider. The last column is the cost per participant averaged across the entire sample of JOBS participants for a given service level.

The average cost per participant across all entering JOBS cohorts is $2,322 for SL I participants and $2,753 for SL II participants. The primary difference between the average costs for SL I and SL II participants is that more SL I participants received contracted services and more SL II participants participated in JTPA activities (which are relatively intensive and costly) than SL I participants.

The results are surprising in that there is less difference between the costs of participation for SL I and SL II participants than might be expected. It is not as surprising given the similar results on average hours of total participation for the two groups reported in Section IV. A visual breakdown of the costs by type and source is shown in Figures 7.1 through 7.4. These figures explore the cost differences between SL I and SL II participants. SL I participants incur more contracted and child care costs, while they incur lower JTPA costs per person than SL II participants (Figure 7.1). SL I participants incur more reimbursable and less non-reimbursable costs than SL II participants (Figure 7.2). The federal government bears the majority of the costs associated with the JOBS program (approximately 70 percent) followed by state and local government (approximately 25 percent) as shown in Figure 7.3. SL I participants receive more Job Search and less Education than do SL II participants (Figure 7.4).

Table 7.2
Average JOBS Participant Cost

Service Level I

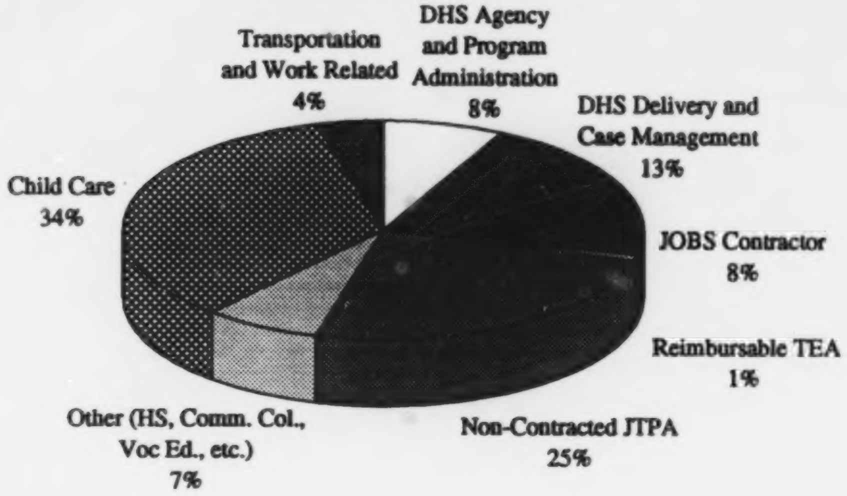
n=11,096	Enrollment Rate	Average Hours per Participant	Average Cost per Participant	Total Average Cost
DHS Agency and Program Administration	100%	N.A.	$173	$173
DHS Provided and Reimbursable Component Costs (Includes Case Management)				
DHS	53%	23	$553	$293
Contracted	47%	96	$415	$195
TEA	6%	168	$370	$21
Non-Reimbursable Component Costs				
JTPA	16%	312	$3,330	$538
Other (HS, Comm. Col., Voc. Ed., etc.)	36%	385	$459	$165
JTPA Support Services	8%	N.A.	$352	$28
Child Care				
JOBS	29%	N.A.	$2,397	$707
Block Grant	7%	N.A.	$1,323	$89
Transportation and Work Related				
Transportation	65%	N.A.	$142	$92
Work Related	1%	N.A.	$43	$0
JOBS Participant	100%	256	$22	$22
Total				$2,322

Service Level II .

n=8,758	Enrollment Rate	Average Hours per Participant	Average Cost per Participant	Total Average Cost
DHS Agency and Program Administration	100%	N.A.	$173	$173
DHS Provided and Reimbursable Component Costs (Includes Case Management)				
DHS	96%	19	$553	$533
Contracted	9%	80	$273	$24
TEA	34%	213	$389	$131
Non-Reimbursable Component Costs				
JTPA	20%	393	$4,153	$820
Other (HS, Comm. Col., Voc. Ed., etc.)	28%	403	$746	$209
JTPA Support Services	10%	N.A.	$597	$59
Child Care				
JOBS	25%	N.A.	$2,454	$622
Block Grant	7%	N.A.	$1,245	$84
Transportation and Work Related				
Transportation	57%	N.A.	$133	$76
Work Related	0%	N.A.	$36	$0
JOBS Participant	100%	288	$21	$21
Total				$2,753

Figure 7.1
Cost by Provider

Service Level I
(Average Participant Cost = $2,322)



Service Level II
(Average Participant Cost = $2,753)

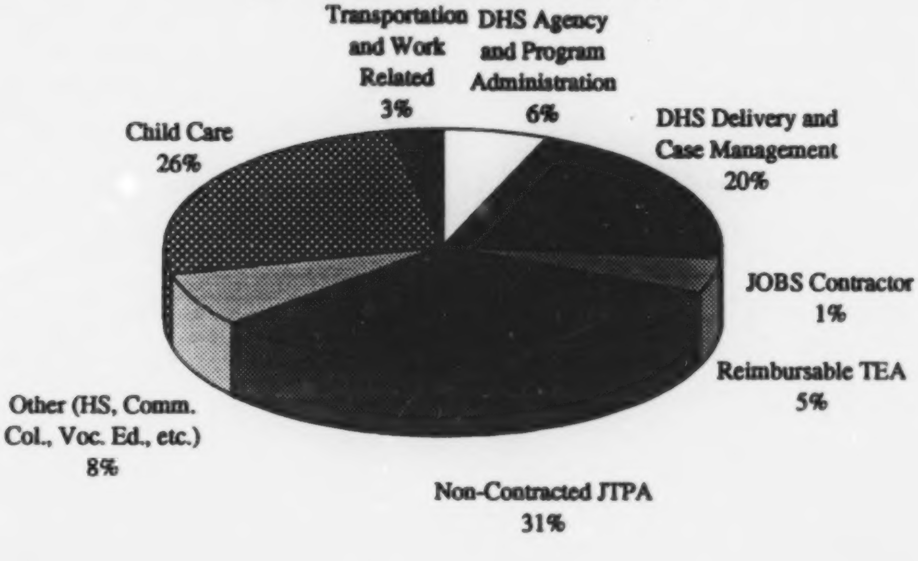
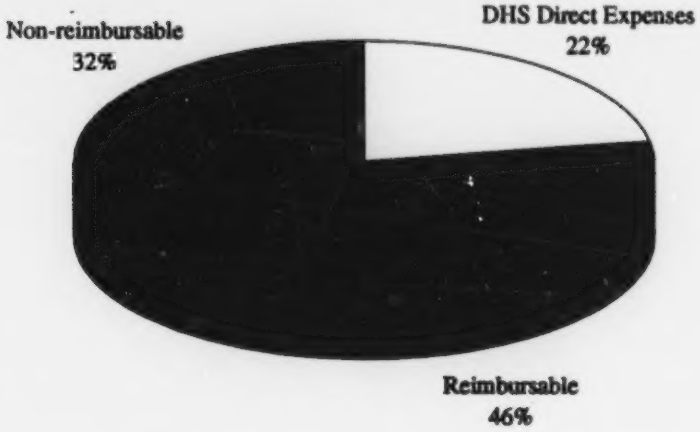


Figure 7.2
Cost Share by Payment Mechanism

Service Level I
(Average Participant Cost = $2,322)



Service Level II
(Average Participant Cost = $2,753)

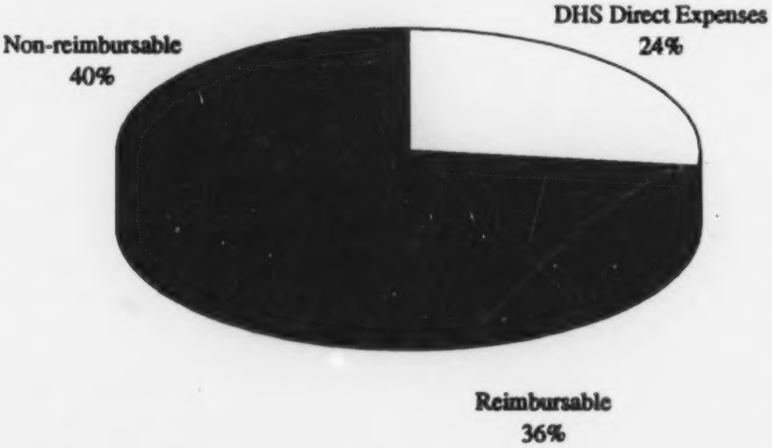
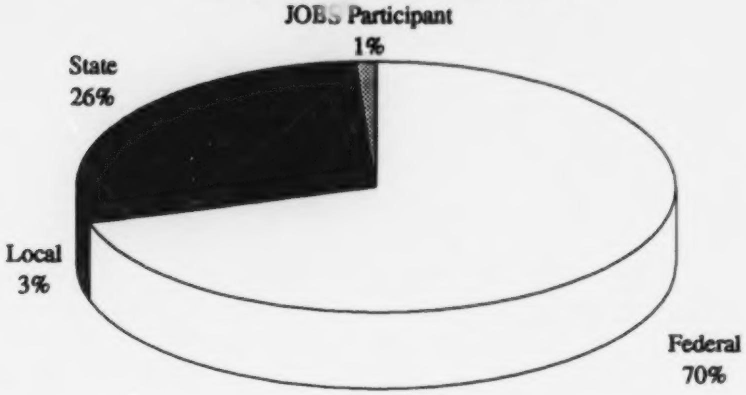


Figure 7.3
Cost Incidence

Service Level I
(Average Participant Cost = $2,322)



Service Level II
(Average Participant Cost = $2,753)

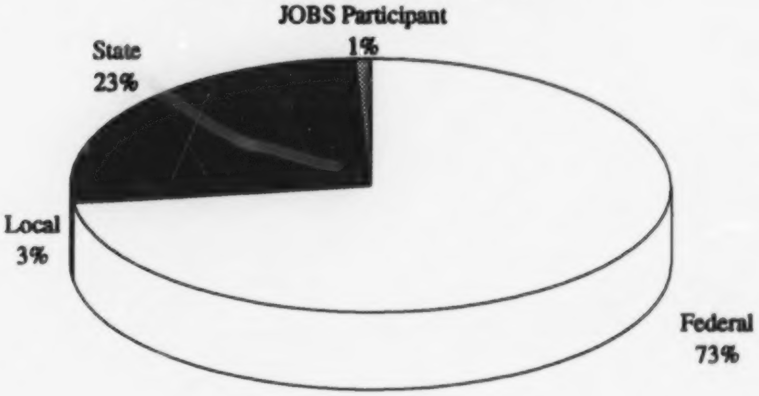
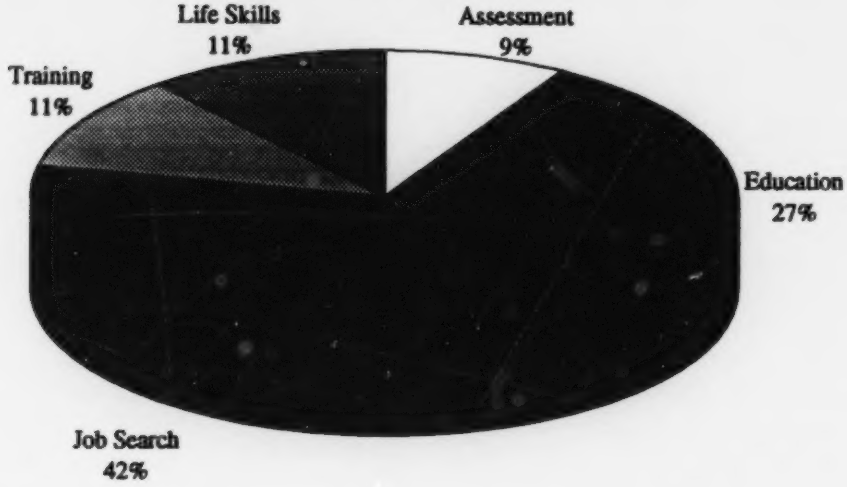


Figure 7.4
Component Cost by Type

Service Level I
(Average Participant Cost = $2,322)



Service Level II
(Average Participant Cost = $2,753)

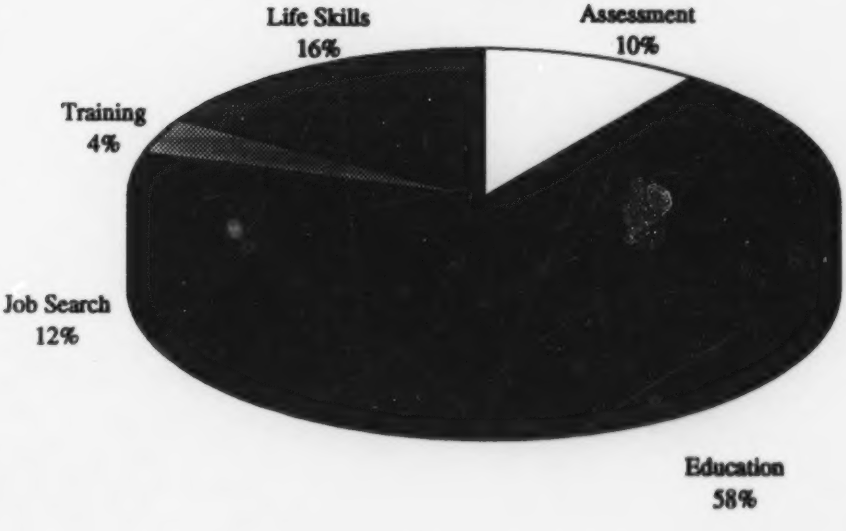
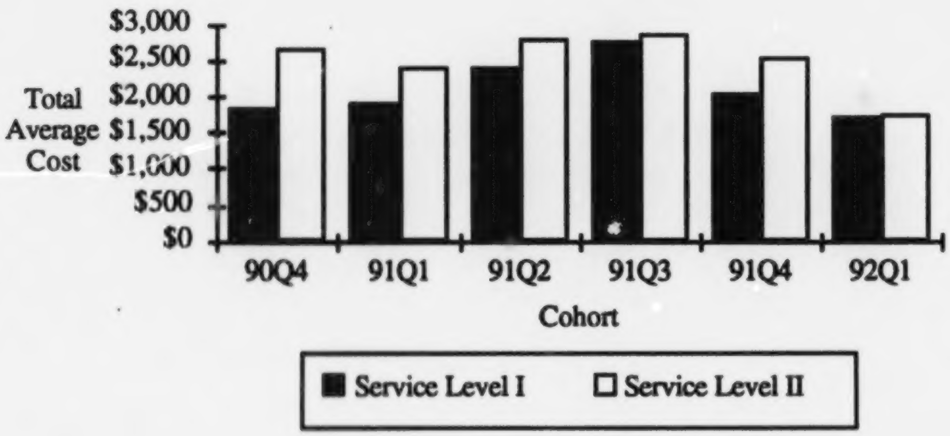


Figure 7.5 shows how costs change by cohort for each service level. The primary difference in costs over the period are in child care and contracted services. Child care availability increased substantially the first year of JOBS implementation (FY 1991), and was curtailed for *new* participants over the course of the second year (FY 1992). Contracted services also became more readily available during this period. Costs per participant may be lower for the last two cohorts for two reasons: resources became increasing scarce during FY 1992, and there may be some participation and associated costs not included in data provided by DHS. Data was only available for costs incurred up through August 1992. Thus, the last two cohorts may have incurred costs that were not fully measured.

Figure 7.5
JOBS Participant Cost, by Cohort and Service Level



The costs presented in this section are thought to accurately reflect the costs of participating in the Texas JOBS program; however, certain modifications to current accounting practices would make the measurement of costs easier and more accurate. Publicly available cost data are seriously lacking in detail and consistency for both DHS and TEA. Expenditure information is available only in very broad categories (e.g., Program Administration and Program Delivery). Further disaggregation of costs would allow better assessment of the current use of funds (e.g., a separation of case management and component delivery expenses). There may be wide variation in the cost effectiveness of different DHS-provided services, but the current DHS accounting system does not allow for separation of these costs. The only available information from TEA was the total expenditures and total number of JOBS students served by Cooperative. No distinction was made even between administrative and instructional costs, a serious shortcoming. JTPA provided detailed participation, cost and outcomes measures, although the participation and fiscal data were somewhat disjointed.[126]

C. Measuring Program Benefits

Possible JOBS program benefits include: increased employment and earnings; reduced welfare benefits and other transfer payments for this generation and subsequent ones; increased tax payments; reduced Medicaid costs; the value of increased literacy and education; and increased family well-being, among others. These include monetary and non-monetary benefits, immediate and future benefits, and direct and indirect benefits.

The net impacts of JOBS participation on the employment, earnings, and AFDC status were estimated and presented in Section V. The task at hand is to place a dollar value on those impacts. The two primary sources of data used to measure program benefits are Unemployment Insurance (UI) wage records and AFDC spell data from DHS's SAVERR system. UI wage records were used to measure and forecast postprogram employment and earnings. Quarterly earnings data was available for virtually all persons employed in Texas by Social Security Number.[127] These data are very comprehensive and of good quality and content.[128] SAVERR data were used to estimate savings from reduced AFDC benefit payments.

Increased federal, state, and local tax payments were estimated based upon the earnings information from the UI wage records and information gathered from the IRS and the Texas Comptrollers' office.[129] Estimation of fringe benefits was based on earnings, assuming only mandatory payments by employers for most of this population.[130] Estimation of a value for indirect and intangible benefits such as intergenerational effects and the value of increased literacy has not been attempted.[131] Instead, the expected direction and magnitude will be mentioned as additional considerations for the net benefit estimates. To the extent that such benefits are important for this population, JOBS benefits will be *under*-estimated.

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[126] SDAs are numbered and named differently in the two systems, and training expenses are not categorized in the same manner as participation measures. More details on the data sources and suggested changes are given in Appendix E and Section VIII.

[127] UI coverage in Texas is currently in excess of 98 percent of all wage and salary employment.

[128] See National Commission For Employment Policy (1992).

[129] In particular, estimates were based upon IRS "Publication 17", "Texas Sales and Use Tax Rates," from the Texas Comptroller's office and a tax burden model developed by the Texas Comptroller's office.

[130] Average fringe benefits were assumed for individuals earning more than $30,000 annually. See U. S. Chamber Research Center (1992).

[131] See Gottschalk (1992) for a look at the intergenerational transmission of welfare.

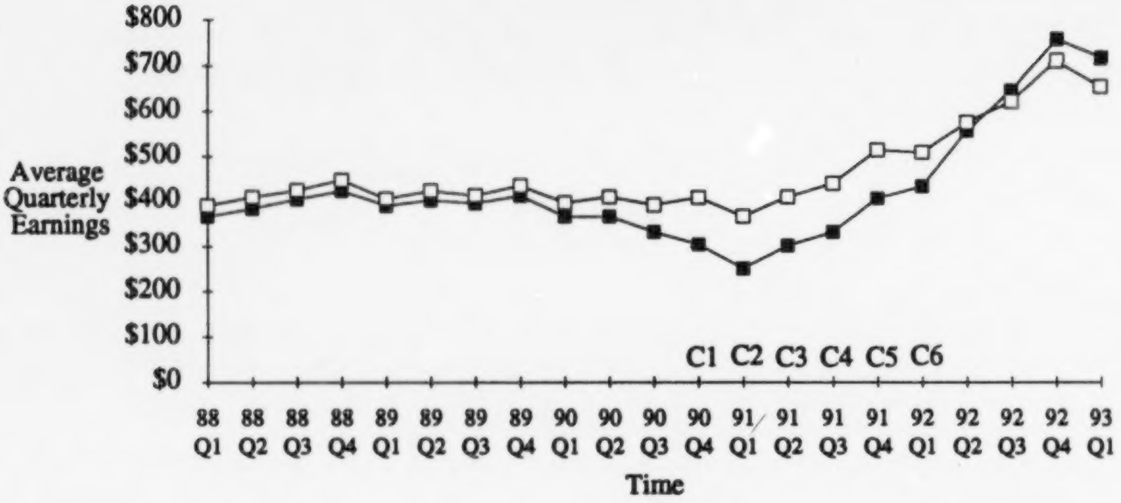
Figure 7.6 shows the observed average quarterly earnings for the JOBS treatment group and the AFDC comparison group by service level. Pre-program earnings for the JOBS treatment and AFDC comparison group are very close in terms of level and quarterly change for both SL I and SL II participants. This indicates that the selection of the comparison group was successful in finding a good comparison group. Specification tests in Chapter 5 confirm this assertion. The markings "C1" to "C6" indicate the quarter in which the corresponding cohort began the JOBS program. As expected, average quarterly earnings are lower during program participation for the JOBS participants, but then exceed the earnings of the comparison group after the third quarter of 1992 for both SL I and SL II participants.

Notice that SL I participants are much better off in terms of average quarterly earnings, earning in the neighborhood of $2,400 annually during 1992, than SL II participants, earning in the neighborhood of $1,300 in that year. The last quarter with observed quarterly earnings was the first quarter of 1993. During this quarter, SL I participants in the sample of JOBS participants earned $62 more per quarter on average than the AFDC comparison group, while SL II participants earned $46 more per quarter.

Table 7.3 shows the average employment rate, the average annual earnings, and the average earnings per worker for the JOBS treatment groups and the AFDC comparison groups. The employment rate represents the percent of clients who had any positive earnings during the year. The earnings column shows the annual earnings averaged across the entire group. The earnings per worker represent the average annual earnings for the subset who had any positive earnings during the year. The initial differences between JOBS participants and the AFDC comparison group are due to an imperfectly drawn comparison group. The widening gaps during 1991 and 1992 were expected as a result of program participation temporarily displacing employment. Figures for 1993 are projected based on the methodology used in Section V. The employment rate were first projected for all groups using the last observed full year of earnings (1992 Q2 through 1993 Q1). Then, the earnings per worker were projected for the AFDC comparison group using the growth rate in earnings per worker for that group between 1988 and 1992. Average annual earnings per worker for the JOBS participants were calculated based on the last observed quarterly difference between the JOBS and AFDC comparison group ($62 per quarter, or $248 annually for SL I participants and $46 per quarter, or $184 annually for SL II participants). This is believed to be the best prediction of future employment and earnings differences as it is based on the most currently available data.

Figure 7.6
UI Earnings for All Cohorts
JOBS and Comparison AFDC

Service Level I



Service Level II

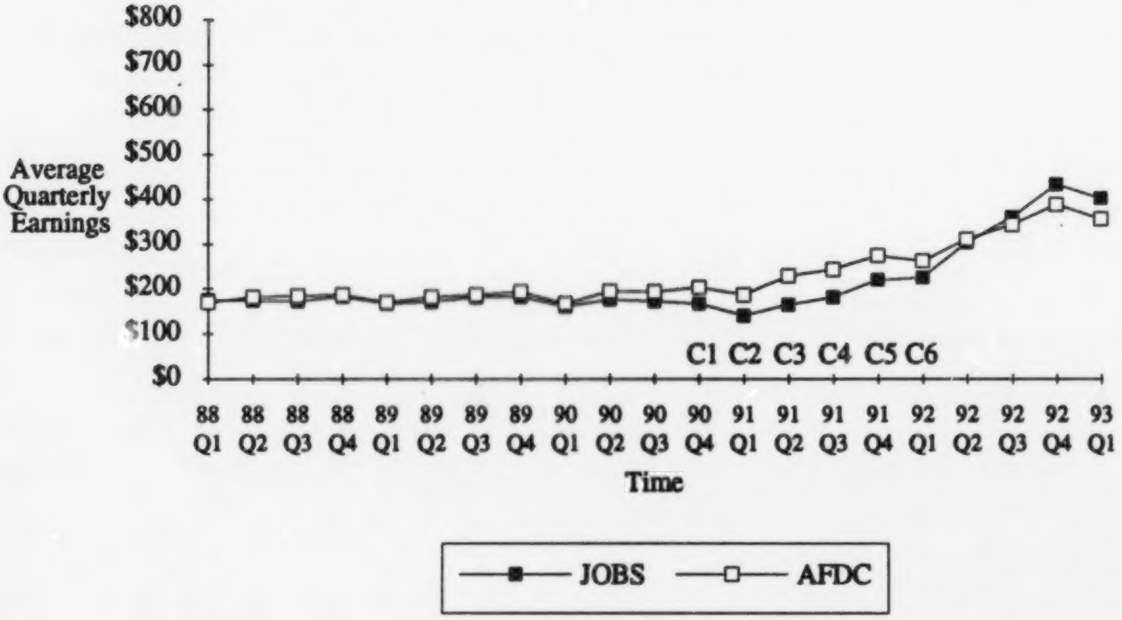


Table 7.3
Annual Employment and Earnings for All Cohorts

Service Level I

	Employment			Earnings per worker			Earnings		
	JOBS	AFDC Comparison	Difference	JOBS	AFDC Comparison	Difference	JOBS	AFDC Comparison	Difference
1988	49.48%	51.64%	-2.16%	$3,238	$3,279	($40)	$1,602	$1,693	($91)
1989	51.60%	53.53%	-1.94%	$3,171	$3,190	($19)	$1,636	$1,707	($71)
1990	51.18%	54.78%	-3.60%	$2,791	$3,004	($213)	$1,428	$1,646	($217)
1991	50.96%	53.61%	-2.65%	$2,460	$3,183	($723)	$1,254	$1,707	($453)
1992	58.21%	55.29%	2.92%	$4,056	$4,328	($272)	$2,361	$2,393	($32)
1993*	62.28%	58.54%	3.74%	$4,742	$4,622	$121	$2,954	$2,706	$248

Service Level II

	Employment			Earnings per worker			Earnings		
	JOBS	AFDC Comparison	Difference	JOBS	AFDC Comparison	Difference	JOBS	AFDC Comparison	Difference
1988	33.19%	33.92%	-0.73%	$2,069	$2,106	($37)	$687	$714	($27)
1989	36.02%	36.94%	-0.92%	$1,892	$1,930	($38)	$682	$713	($31)
1990	37.76%	39.48%	-1.72%	$1,717	$1,879	($162)	$648	$742	($94)
1991	39.87%	40.33%	-0.46%	$1,810	$2,352	($542)	$722	$949	($227)
1992	46.55%	42.38%	4.17%	$2,887	$3,126	($238)	$1,344	$1,325	$19
1993*	50.97%	46.22%	4.75%	$3,465	$3,423	$42	$1,766	$1,582	$184

*All values for 1993 are projected based upon last observed annual employment and last observed quarterly difference in average quarterly earnings between the treatment and comparison group.

For the AFDC comparison group, annual earnings per worker post-1993 were forecast based on the growth rate observed between 1988 and 1992. The annual earnings per worker for the JOBS participants were projected two ways. The first method makes the conservative assumption that only the *level of earnings* per worker was changed by JOBS participation, and that after 1993 earnings per worker will grow at the same rate as the AFDC comparison group. The second method assumes that post-1993 earnings per worker will have a *growth rate* implied by the change in earnings between 1988 and 1993 for the JOBS participants. This appears to be a reasonable assumption, and examination of Figure 7.6 corroborates this. All of the results presented in this section are based upon the first method. The second method of projecting earnings will be used in the next section for sensitivity analysis. The first method was chosen for illustration because it is based on reasonable and simple assumptions (discussed in more detail later under "Sensitivity Analysis"). At a later date, when more post-program earnings data become available, some projections can be replaced with observed values and the projection methods can be refined.

Future receipt of AFDC benefits was projected based upon the regression results presented in Section V for exit from AFDC and AFDC recidivism. The actual size of any grant for AFDC was based upon the standard DHS methodology.[132] Food Stamp eligibility and value were also based on standard the DHS methodology. State and Federal income taxes were estimated on an individual basis based on earnings (observed and projected) and family size. The Earned Income Tax Credit (EITC) was especially important in determining federal taxes, and is usually negative for these groups. The best available estimate of the percent of those receiving the EITC, of those who are eligible, is 83 percent.[133] The value of Medicaid provision (for AFDC recipients, transitional, and for persons with low incomes) was also estimated based on eligibility criterion.[134] All persons eligible for Medicaid were assumed to receive it. Note that, unlike transitional child care, Medicaid provision is almost automatic for eligibles. No information on transitional child care participation or expenses was provided by DHS, thus no estimates of its value can be made. However, participation in transitional child care is thought to be low and differences in utilization between JOBS and non-JOBS clients are thought to be small.

The estimated benefits and their distribution are presented in Table 7.4 and shown in Figure 7.7. Notice that Federal taxes decrease even though earnings are increasing. This is due to recent increases and expansion in EITC. The savings from reduced AFDC,

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[132] The standard DHS method for determining AFDC payments is based on adjusted net income and family size. See DHS, "DHS at a glance," (May 1992g).

[133] See Scholz (1993) for a discussion of participation in the EITC.

[134] Source: DHS (1992d).

Food Stamp, and Medicaid payments do offset the decrease in income taxes, but still make the overall benefit to the federal government small. State tax revenues do increase (due largely to sales taxes), but the savings from reduced AFDC, Food Stamp, and Medicaid payments are smaller since the state's share of these expenses is smaller than the federal government's. The overall level of savings from reduced AFDC payments is smaller in Texas than it would be in other states, due to the low level of AFDC payments in Texas. The benefit to society from these changes for taxes, AFDC, Food Stamps, and Medicaid total zero because the changes represent a redistribution rather than any real net addition to society. The value to society is derived from the value of the increased work done by JOBS participants. This value is given by the change in earnings and fringe benefits. Some of these earnings are transferred to governments directly in the form of taxes and some implicitly in the form of reduced transfer payments.

A comparison of Figure 7.3 and Figure 7.7 highlights the dramatic difference in the distribution of costs and benefits. The federal and state governments share the majority of the costs, while the JOBS participants enjoy the majority of the benefits. Keep in mind though, that the costs presented in the previous section do not include the opportunity costs of the participants' time, which may be considerable.

Table 7.4
Distribution of Benefits through Year 2002
(Discounted to 1990 at 5%)

Service Level I

	Earnings*	Taxes	AFDC	Food Stamps	Medicaid	Total
Federal Government	$0	-$210	$62	$162	$19	$34
State/Local Government	$0	$88	$35	$0	$11	$134
JOBS Participant	$1,438	$122	-$97	-$162	-$30	$1,271
Society (Total)	$1,438	$0	$0	$0	$0	**$1,438**

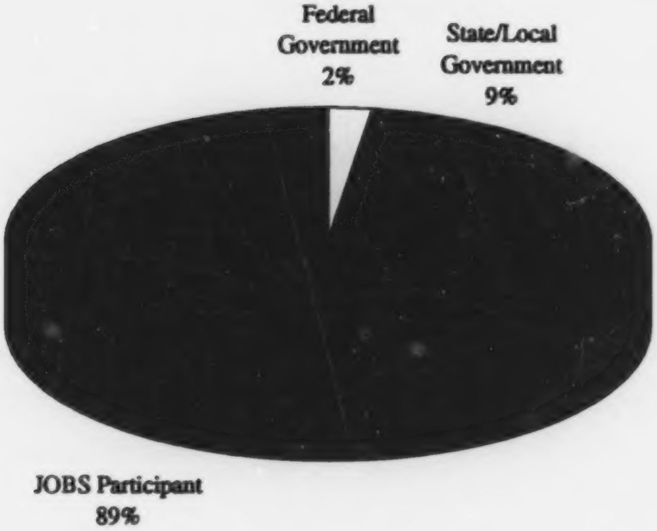
Service Level II

	Earnings*	Taxes	AFDC	Food Stamps	Medicaid	Total
Federal Government	$0	-$229	$88	$221	$18	$98
State/Local Government	$0	$90	$50	$0	$10	$150
JOBS Participant	$1,517	$138	-$138	-$221	-$28	$1,269
Society (Total)	$1,517	$0	$0	$0	$0	**$1,517**

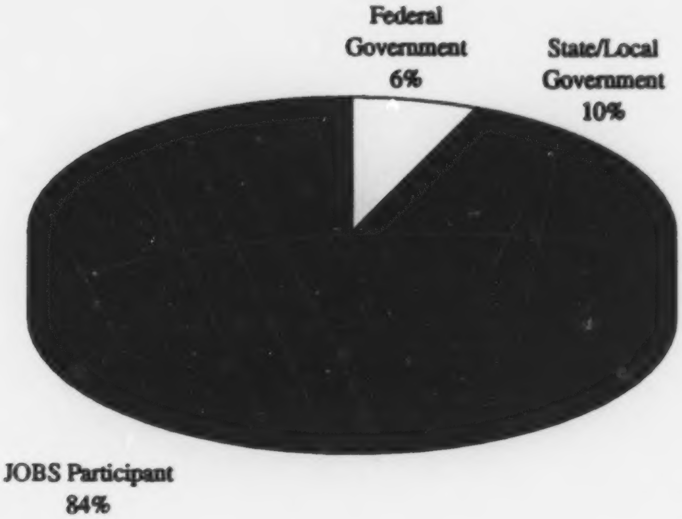
* Includes Fringe Benefits

Figure 7.7
Distribution of Benefits

Service Level I



Service Level II



D. Calculating Net Benefits

To calculate the net benefits of the JOBS program, the costs from the first section need to be subtracted from the benefits presented in the last section. The costs themselves were also discounted back to 1990 for comparison to the benefits, resulting in a discounted cost of $2,045 for SL I participants and $2,421 for SL II participants, using the same five percent discount rate used to discount the benefits. There are several methods for selecting the appropriate discount rate. The two most common are to calculate the opportunity cost of the funds in the private sector or to estimate an appropriate discount rate based upon notions of society's preferences. Under either method, the resulting interest rates usually range between three percent and eight percent.[135] A rate of five percent was chosen as an intermediate value. Discount rates of three percent and eight percent will be used below for sensitivity analysis.

Figure 7.8 shows the nondiscounted benefits compared to the costs of JOBS program participation. Discounting the net benefits to 1990 will yield the net value to society of the JOBS program accounting for all measurable costs and benefits. Based on this methodology, the discounted net benefit for SL I participants is -$509 based upon a five percent discount rate and using projections of benefits to the year 2002 from the first earnings projection method presented above. For SL I participants the calculated break-even point–that is, the point by which benefits will equal costs–is reached in 14 years. The discounted net benefit for SL II participants, similarly estimated, is -$789, and their break-even point is reached in 15.5 years.

Table 7.5 presents a sensitivity analysis of the effects varying the earnings projections methodology and the discount rate on the net benefit calculations. The net benefit calculations are sensitive to both discount rate selection and the earnings projections methodology. For example, using a three percnet instead of a five percent discount rate increased the discounted net benefit for SL I participants by approximately $300. Changing to the assumption of an earnings growth rate increase makes the discounted net benefit positive for SL I participitants with either a three percent or five percent discount rate.

A third (worst case) earnings projection method was planned in which the earnings difference between the JOBS participants and AFDC comparisons groups would have converged over some period. This case, featuring net earnings impact decay over some arbitrary postprogram period, was abandoned. Since the negative net benefits resulted from the first method presented above, presenting this additional case would have added

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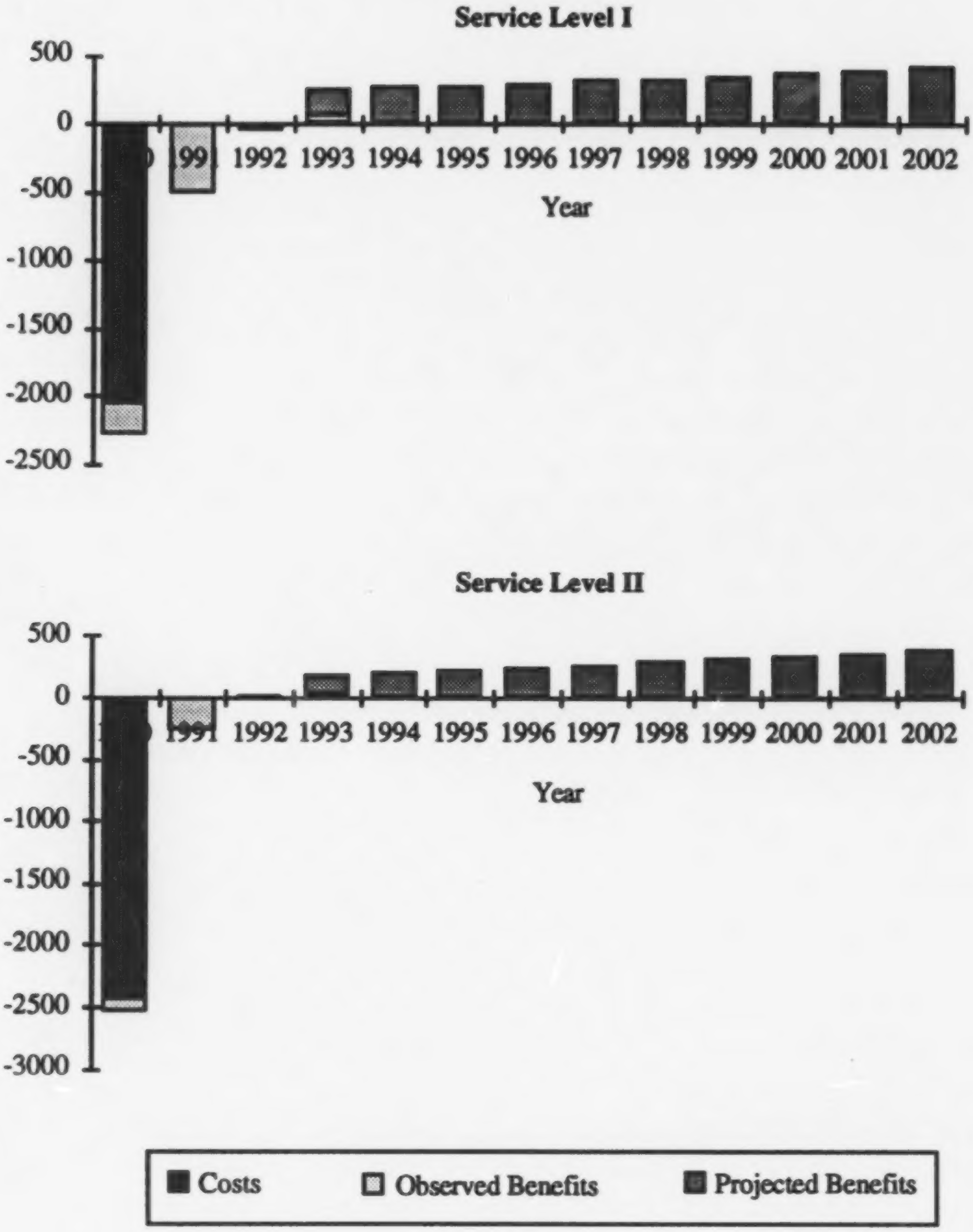
[135] Dean et al. (1993) is an example of another study using a similar range of discount rates. See Gramlich (1990), Blalock (1990) and Rosen (1992) for a discussion of discount rate selection.

Figure 7.8
Undiscounted Net Benefits



little to understanding the JOBS program and its effects. It should be noted that neither of the methods actually used (earnings level increase or earnings growth rate increase) rests on unreasonable assumptions. Results from other studies have shown lasting program net impacts on earnings for AFDC-Basic caretakers that show little or no decay over time.[136] Which model is most appropriate will only become clear as more time elapses and more earnings data become available. The most appropriate interest rate to use for discounting is also unclear. Nominal interest rates are currently at or near 30-year lows, making the use of a three or four percent discount rate appear more reasonable.[137]

Table 7.5
Sensitivity Analysis, Net Benefits through the Year 2002
(Discounted to 1990)

Service Level I

Interest Rate	Earnings Level Increase	Earnings Growth Rate Increase
3%	-$207	$1095
5%	**-$509**	$553
8%	-$842	-$52

Service Level II

Interest Rate	Earnings Level Increase	Earnings Growth Rate Increase
3%	-$531	$65
5%	**-$789**	-$304
8%	-$1069	-$709

Even though the two cases presented above featured negative net benefits, the alternative scenarios resulting in positive net benefits should not be ignored. There is uncertainty about the best model for projecting earnings, and there is considerable subjectivity involved in selecting the appropriate discount rate. It should also be noted that due to unavailability or to prohibitively high costs of obtaining measures, some costs and benefits could not be directly measured for inclusion in this analysis. This may affect estimated benefits more so than estimated costs. Benefits such as the positive effects on the children of AFDC caretakers could be very important and were mentioned repeatedly in the participant interviews, the results of which are presented in Section VI. Given the modest discounted net benefits reported in Table 7.5, such effects could easily tip the balance toward positive discounted net benefits under all these scenarios. Thus, the final verdict on the net societal benefit of participation in the JOBS program depends upon subjective judgments of the most appropriate interest rate and future effects on the earnings and well being of JOBS participants and their children for which the final results have not been estimated.

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[136] For example Couch (1992) found earnings differences from Supported Work in the neighborhood of $400 annually after eight years.

[137] For example, Levy and Miller (1992) use a discount rate of four percent in their cost-benefit analysis of enforcement efforts to reduce serving more liquor to intoxicated patrons.

VIII. Conclusions, Policy Implications and Recommendations

A. The JOBS Program: Context, Considerations and Expectations

Before presenting major conclusions, implications and recommendations from the evaluation, some important contextual considerations must be introduced. These considerations pertain to the problems faced by low-income, single-parent families, to the participants themselves, and to the JOBS program and reasonable expectations for its success.

The Problem(s). Myriad problems confront low-income, single-parent families in a state like Texas which provides a limited system of income support and related services.[138] First among these problems is the substantial and steady decline in real wages over the last few decades,[139] resulting from the complex interaction of numerous domestic and international economic factors.

Second, the economic restructuring of recent years has created greater competition for increasingly limited education and training services as laid-off workers have vied for services typically sought after by economically disadvantaged groups. Because heads of single-parent families generally have lower educational levels and less work experience than such workers, they have a hard time competing against them for limited training and job opportunities.

Finally, such factors as "absent fathers" and inadequate child support, teen pregnancy, poor schools, and unsafe neighborhoods affect most low-income, single-parent families. Policies and programs that affect only AFDC recipients are not likely to remedy the larger problems that surround all families in poverty.

The Participants. The AFDC caretaker population is not homogeneous.[140] It tends to be comprised of at least three groups:

- very short-term clients rebounding after the breakup of a relationship, death of a spouse, or other such event, many of whom typically have sufficient education and job skills, as well as work experience, to enable them to exit welfare quickly and permanently;
- long-term clients who lack education, job skills and work experience, and who tend to possess numerous family, health and other problems as well; and,

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[138] See Shapiro and Greenstein (1988) for extensive documentation.

[139] Among other reports documenting this and related phenomena see: Ellwood (1988); Danziger and Gottschalk (1993); Levitan and Shapiro (1987); Levy (1987); and Schwarz and Volgy (1992).

[140] For more on the heterogeneity of the population of AFDC caretakers see: Bane and Ellwood (1983), King and Schexnayder (1988) and Schexnayder et al. (1991).

- a mid-term group with skills, work history and barriers which fall somewhere between the other two groups and whose pattern may well include periods of welfare, work or some combination of the two, often referred to as "packaging".[141]

There is also considerable variation among the characteristics of AFDC recipients throughout the United States. Many persons who would be eligible for AFDC in other states earn too much income to receive AFDC in Texas. This suggests that Texas AFDC recipients may actually be functioning at lower levels than their counterparts in higher-benefit states.[142]

While JOBS participants are generally more disadvantaged than the overall AFDC population due to federal targeting provisions, caretakers with the greatest barriers to employment were not served due to state resource limitations. During the first two years of JOBS program operations in Texas, nearly two of every three participants were members of federally-specified target groups, with long-term AFDC caretakers and young caretakers lacking high school or work history being the two largest groups. Of the 84,000 persons served during this period, over 90 percent were female, AFDC-Basic caretakers categorized either as Service Level I (more 'job-ready') or Service Level II (less 'job-ready') participants. Few Service Level III participants—those with low education, little or no work experience and substantial barriers to employment—participated in the program.

The Program(s). The Texas JOBS program, by design, is a multi-agency collaborative services effort. In addition to DHS, key roles are played by TEA (adult education), JTPA (job skills training and remedial education), TEC (since September 1993, the sole contractor providing job readiness, job search and related services for SL I participants statewide) and the CCMSs (coordinating the funding and provision of child care services across the state). The actual programs operating in the state's designated JOBS counties are characterized by considerable variation. Emphasis generally is placed on interagency planning, community resource development and coordination to ensure that services are available and accessible for JOBS participants.

Expectations for Success. The current labor market environment that JOB participants encounter is far from hospitable. Even the more job-ready AFDC caretakers in Texas have a number of barriers to participation and employment. The JOBS program is severely constrained in terms of the breadth and depth of services which can be offered.

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[141] Levitan and Rein (1987) discuss the 'packaging' phenomenon.
[142] See Greenberg and Strawn (1991) for example.

Given these factors, it is important to frame the evaluation's findings in terms of appropriate expectations for success.

As Ellwood (1986) and others have pointed out, most exits from AFDC are the result of family and other relationship events, *not* changes in employment and earnings associated with program participation. Nationally, only one out of every five AFDC exits is associated with labor market factors, and fully 40 percent of those exiting—including those leaving due to increased earnings—will ultimately have a repeat spell on welfare. Figures for Texas are similar, although employment-related exits have comprised a larger share of all welfare exits for the portion of the Texas AFDC population analyzed in this study.[143] Furthermore, while participation in welfare-to-work programs has been shown to have statistically significant positive net impacts on employment and earnings, these impacts generally have been small.[144] While AFDC caretakers typically have experienced earnings gains following participation in education, employment and training programs, which have moved them *towards* economic self-sufficiency, many still remain in poverty after participation. Moreover, while they are participating in such activities, they tend to leave AFDC, become employed, and earn at lower rates than their nonparticipating counterparts on AFDC.

B. JOBS in Texas: Major Conclusions and Policy Implications

The major conclusions and policy implications which follow have been drawn from all components of the evaluation. *These conclusions should be viewed as somewhat preliminary in certain respects: even though they are based on a thorough examination of participants entering the program during its first six quarters of operation, the impact estimates are necessarily based on limited quarters of available postprogram employment, earnings and AFDC receipt data.*

1. **The Texas JOBS program *is* working for participants, especially when measured in terms of net impacts on employment and earnings.** Net program impacts on employment and earnings from JOBS participation are generally both positive and statistically significant, when measured six calendar quarters after program entry The strongest and most consistent impacts are derived from participation in training and education components, regardless of service level. The weakest are associated with participation in such low-intensity services as job readiness or job search for SL I

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[143] For a detailed look at spells and duration on Texas AFDC see Schexnayder, King and Olson (1991); and King and Schexnayder (1992). Texas has higher shares of employment-related exits from AFDC in large part due to its low benefit and "needs standard" levels—even low-wage employment is more likely to result in ineligibility for AFDC in Texas. This is not the case in states with high benefit and needs standards.

[144] See Gueron and Pauly (1991) for a summary of this literature, including MDRC's own evaluations.

caretakers. These findings lend support to current program efforts to cultivate improved relationships with JTPA and community/technical colleges. They also provide ample justification for maintaining and expanding the state's funding for adult education for JOBS participants. While operational efficiencies and other improvements could be made in the current system of providing for adult education, Texas' investment of funding for this purpose is worthwhile.

The estimated net earnings impacts associated with JOBS participation, both for SL I and II participants are modest in size. Thus, while participation in the JOBS program has had a real impact on the lives of AFDC caretakers, it has not been sufficient to boost them and their families out of poverty—at least in the time observed so far. Even after leaving AFDC, many families are still relying on some combination of Food Stamps, Medicaid and subsidized housing.

In the relatively short time period measured, the employment and earnings gains from JOBS participation were not strong enough to influence the overall net impact of JOBS participation on AFDC exits to employment. Participation in certain JOBS components, however, did significantly increase the chances of such exits. While JOBS participation was also statistically associated with reduced AFDC recidivism for very early cohorts of JOBS participants, more time must elapse to fully measure the effects of JOBS participation on this longer-term outcome.

2. As currently designed, sorting AFDC caretakers by service level needs rethinking. Sorting Texas AFDC caretakers into service levels does not appear to be producing the intended effects, particularly for SL I participants.[145] Most SL I participants have barriers that are beyond the scope of the job readiness/job search activities now being emphasized under JOBS. In addition, many SL I participants have academic functioning levels many grades below their reported levels of educational attainment. JOBS program participation patterns—the specific component mix, length of time in program and their average costs—suggest that there is greater similarity between SL I and II participants than was previously thought. This would not be the case if the sorting process were working properly.

Moreover, the fact that net program impacts on earnings for both SL I and II participants were strongly and significantly associated with participation in education and training rather than job readiness/job search reinforces the similarity between the two groups. Although job readiness/job search was not related to positive outcomes for SL I caretakers, participation in such services *was* associated with positive impacts for SL II participants, who normally complete other JOBS components before receiving job readiness/job search. Texas needs to strengthen the mix of services available to participants, regardless of service level, change the current sorting criteria and process, or plan services based on individual assessment results.[146]

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[145] The sorting process does keep the program from being inundated with large numbers of SL III participants whose barriers are too great to be effectively addressed at current resource levels. SL IIIs were not specifically addressed in this evaluation.

3. Most of the net benefits from JOBS program participation accrue to participants. Participants in the Texas JOBS program benefit from higher employment, earnings and tax credits, and decreased dependence on AFDC and Food Stamps. These benefits exist despite many barriers faced by the participants, a relatively unfriendly labor market and a process-oriented program environment. Small benefits, in the form of reduced AFDC and Food Stamp disbursements, accrue to federal and, to a lesser extent, state government. Most costs of the JOBS program are borne primarily by the federal government, specifically the costs of running the JOBS program and tax credits paid to former AFDC recipients.

The estimated benefits to society cover or nearly cover the measured costs to society, depending on which earnings projection method and discount rate are used. Even though the distribution of costs and benefits favors individuals over federal and state governments, this does not imply that the government should not be involved in the education and training of AFDC recipients. Attainment of educational and employment goals, which are a challenge to members of the general population with adequate resource and support mechanisms, would be virtually impossible for most AFDC caretakers without some form of outside help. Given the numerous educational, financial, and family barriers faced by AFDC caretakers, the majority of JOBS participants would not receive the education, training, and necessary support services in the absence of the JOBS program.

4. Participants and program staff identify numerous other benefits from participating in JOBS not quantified in the evaluation, including improved self-esteem, greater workforce attachment and intergenerational benefits. In addition to the benefits and costs mentioned above, there are significant benefits to society which have not been estimated directly as part of this evaluation, such as the external benefits to society from higher education levels and increased child support collections. Also unmeasured are the intergenerational benefits for the children of JOBS participants.

The effects of JOBS participation are qualitative as well as quantitative. Thus many important effects associated with program participation may not be captured in more quantitative measures. A majority of participants surveyed perceived JOBS as a positive step toward a better quality of life for themselves and their children. Most felt that even though economic self-sufficiency was not feasible in the short term, participation in JOBS helped them envision and strive toward a better quality of life through improved motivation, goal setting and participation in education and training.

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[146] It may be that the newly-implemented Texas Economic and Workforce Competitiveness Act of 1993 has something to offer. It calls for instituting common assessment and implementing one-stop shopping.

Participation also made them better role models for their children. Participants with children in center-based care also felt that JOBS provided their children with positive opportunities for early childhood development, another very important intergenerational advantage with the potential for long-term benefits. Clients anticipated that increasing their own education level would lead to better jobs in the future and, in the present, allowed and encouraged parents to take a more active role in their children's education. This should lead to improvements in children's school attendance and performance now, and to increased education, employment and earnings as well as reduced dependence on AFDC and Food Stamps when they reach adulthood.

5. Supportive services play a vital role in the Texas JOBS program. The provision of child care and transportation assistance play a vital role in facilitating effective JOBS participation. Because funding for child care and transportation was limited in earlier Texas welfare-to-work programs, program participation tended to be largely voluntary, interventions were short-term and enrollments relatively small. After CCMS implementation (March 1991), however, more than one-third of all SL I and SL II participants received DHS-funded child care while participating in JOBS. Transportation utilization rates were even higher, with more than three-fifths of all participants receiving some form of DHS-funded transportation assistance.

Both child care and transportation assistance receipt significantly reduced time missed in most relevant JOBS components, independent of the effects of demographic or other factors. In addition, provision of these support services may have enabled Texas to exceed federal participation rate targets and thus secure enhanced federal matching funds during FYs 1991-1992. These support services are vital. Any funding cuts for child care or transportation would seriously affect future participation in JOBS.

Participants identified other needs not being directly addressed by the current Texas JOBS program. As single parents they are hard-pressed to juggle employment and the needs of their families in environments characterized by poor health, crime, and unstable finances. Physical and mental health problems, substance abuse, unreliable transportation and family needs and responsibilities often interfere with their effective JOBS participation. Additional support services that would facilitate effective JOBS participation and stable employment include assistance in securing safe housing, and mental health and substance abuse counseling and services for participants and their families. As currently funded, JOBS only indirectly assists parents in addressing these problems.

6. Emphasis on process rather than outcomes in JOBS is a major programmatic barrier to success. The Texas JOBS program has become increasingly focused on capturing hours of participation in order to reach the federal participation rate targets so as to maximize federal dollars available to operate the program. Striving for higher participation rates in a tight budget environment has resulted in larger caseloads for DHS case managers. This appears to have adversely affected case managers' capacity to have frequent, intensive interaction with participants and their families and to develop and access additional community resources for them.

This emphasis on process is also reflected by an increased scrutiny of case manager productivity. Along with larger caseloads, a greater share of their caseloads are expected to meet federal participation requirements. Consequently, JOBS case managers, who previously focused on successful individual client outcomes, now are more concerned with "getting the numbers". These changes occurred in FY 1993, a period following the time for which JOBS program impacts were measured.

Lack of an outcomes orientation is also hindering JOBS in its ability to access increasingly scarce job skills training "slots" from JTPA.[147] JTPA is a performance-driven system, while JOBS, as yet, is not.[148] Lack of an outcomes orientation constitutes a serious barrier to building effective programmatic relationships. Developing JTPA relationships is very important given the strong relationship between training components and positive net impacts for Texas JOBS participants.[149]

Striving for economic self-sufficiency is a laudable goal for the program, but measurable performance standards and indicators are needed at all levels before this goal can be operationalized. Unfortunately, the Clinton Administration has postponed the establishment of outcomes standards mandated by the FSA for another year (until October 1994). Texas instituted its own state and substate program goals during FYs

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[147] For more on this, see Lurie and Hagen (1993) and King et al. (1993).

[148] See King (1988) for a review of JTPA and related human resource development programs and their performance orientations. The chapter by Barnow in Manski and Garfinkel (1992) discusses some of the problems and issues involved with developing outcome standards for JOBS.

[149] JTPA is now being pushed closer to JOBS with the implementation of the 1992 JTPA Amendments which became effective July 1, 1993. Among other provisions, these amendments institute tighter targeting in terms of eligibility (e.g., at least 65 percent of participants must be "hard-to-serve" including JOBS); allow JOBS assessments and service plans to be used for JTPA purposes; generally require that JTPA job search activities be accompanied by educational/occupational skills development; and mandate that the Secretaries of Labor, Education and HHS identify common data elements for their respective employment and training programs and develop standard definitions.

1991-1993, but has yet to put real weight behind them. TEC's FY 1993 local JOBS operating plans for serving SL I participants had performance targets linked only to job placements at the federal minimum wage.

While outcome measures tied to labor market results and reduced welfare receipt are clearly needed for the JOBS program, intermediate outcome measures are also necessary, a fact recognized by the Texas Legislature when it appended Rider 33 to the DHS appropriation (Article II, Senate Bill 5, 73rd Legislature). Rider 33 called for DHS to work with TEA, Commerce, TEC and the Coordinating Board to develop "intermediate outcome measures appropriate to program objectives for each JOBS program component," including baseline and end-of-program information, no later than April 1, 1994. These measures are to be implemented no later than September 1, 1994. The need for such measures is evident in the high percentages of SL II participants enrolled in adult education, as well as in survival/life skills components, and for whom traditional labor market-oriented indicators are likely to be both inadequate and inappropriate for gauging program success.

7. Texas' investment of resources in JOBS is too little to accomplish either the program's goals of increasing rates of participation or economic self-sufficiency. Texas managed to exceed the target participation rates for enhanced federal matching funds in FYs 1991-1993. It did so by achieving greater program efficiency, modifying program content and straining its delivery system. While DHS and its partners are using a similar strategy to meet FY 94 participation rate targets, they cannot be expected to continue on this path much longer without ultimately offering a program which will benefit few, require the efforts of many, but satisfy none.

The $148 million in resources (FY 1992) supporting the JOBS program came from DHS, JTPA, Adult Education and other sources, most of which have been and still are declining both absolutely and relatively. For the first few years of JOBS implementation, Texas has been spending, on average, between $2,300 and $2,800 for SL I and II participants, respectively. These resources are stretched far too thin to be as effective as they could be if more extensive services were concentrated on fewer participants.

Some resources are especially critical in the context of the Texas program design. Case management, education, job skills training and support services (including both child care and transportation) all play important roles in the JOBS program and generally contribute in measurable ways to participants' success. While DHS must continue to seek better access to existing resources for JOBS participants, a larger overall investment in the program is necessary to achieve better outcomes.

Given the beneficial matching rates for JOBS expenditures—now around $1.56 federal for every state dollar spent—Texas should invest more in the JOBS program. Most of the present investment for JOBS participants is being provided from federal sources, either as leveraged by state appropriations or as direct JTPA and other federal spending. Considering all sources, the State of Texas has only been contributing around one-quarter of the total, or about $500-$600 for the average JOBS participant. This is not much of an investment by the state, considering the barriers faced by AFDC caretakers and the potential long-term gain for all concerned.

C. Key JOBS Policy and Program Recommendations

The Clinton administration recently initiated the nation's latest round of welfare reform. The Administration adopted four guiding principles for this effort:[150]

1. Make work pay.
2. Dramatically improve child support enforcement.
3. Provide education, training and other services to help people get off and stay off welfare.
4. Create a time-limited transitional support system to be followed by work. (This principle would only be invoked after the first three were in place.)

Congressional leaders from both parties have also introduced their own proposals for reforming the welfare system. Whether the labors of these various groups will result in federal legislation is not yet clear. Many feel that action on welfare reform will have to await action on other major Administration initiatives, particularly health care reform. Health care reform, if achieved, could be a critical part of welfare reform. The EITC expansion, which was passed in August 1993 and takes effect in 1994, has already made an important contribution toward the first guiding principle.[151]

Texas policymakers also are showing increasing interest in modifying the state's approach to moving AFDC caretakers and their families off welfare. Several bills touching directly on welfare reform were passed in the 73rd Legislature.[152]

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[150] From the June 11, 1993 materials announcing the formation and charge of President Clinton's Working Group on Welfare Reform, Family Support, and Independence.

[151] In 1994 the EITC will rise from the current 18.5 percent maximum on the first $7,760 of earned income for households with one child to 26.3 percent, declining gradually to zero at an annual earned income of $23,760. Larger expansions are scheduled for those with two or more children. After further increases in 1995, the credit stabilizes in 1996 at 34 percent for families with one child (40 percent for those with two or more), while the dollar amounts to which the credit applies are to be indexed for inflation. See the August 13, 1993 issue of *Welfare to Work*.

[152] For example, House Bill 2255 mandated agreements with mass transit authorities to provide transportation assistance to JOBS participants, while House Bill 779 directed DHS to develop and implement a Community Work Experience Program (CWEP) as provided for under the Family Support Act, subject to available appropriations. HB 54 mandated that DHS establish parental responsibility pilots for teen parents on AFDC.

Governor Richards also indicated in January 1994 that she intends to push her own welfare reform initiative, based in part on Project QUEST, a San Antonio-based training initiative primarily serving youth. However, given budget constraints and prior appropriations riders, there are major questions regarding what and how much can be done.

Texas Recommendations. The following policy and program recommendations are based on this evaluation of the Texas JOBS program, as well as a careful examination of the existing literature on welfare-to-work programs including JOBS. They are directed to Texas policymakers and program administrators.

1. More emphasis should be placed on outcomes in the Texas JOBS program and less on participation hours and process in general. Texas should take steps now to reduce the process orientation of the JOBS program and should shift to an outcomes orientation. It can begin by removing the emphasis on participation hours or at least balancing it with explicit emphasis on achieving key outcomes (i.e., employment, earnings, exits from AFDC). DHS should also implement a series of interim labor market and welfare exit measures, consistent with its partner agencies (e.g., JTPA) to provide direction to the local programs as the agency continues to develop and refine actual outcome standards. It should *not* wait for HHS to act. Meanwhile, the ongoing, DHS-led interagency group which is working to develop immediate (interim) program performance measures (e.g., educational gains), should be provided with the support and resources it requires to accomplish the tasks spelled out in Rider 33. Both the program and the participants need some benchmarks to keep track of their progress. Such intermediate measures could include academic progress indicators, such as grade gains, GED attainment, post-GED enrollments in postsecondary education, passing the TAAS/TASP tests and others, as well as comparable indicators for survival/life skills.

DHS (and other JOBS partner agencies) should further develop an enhanced labor market orientation for JOBS planning and service delivery. Rather than simply training and educating for all jobs in the market or for those jobs in "demand" or "emerging", the planning agencies should determine which occupations have actually led to long-term economic self-sufficiency for former JOBS participants and incorporate this knowledge into subsequent JOBS planning at all levels.

2. The existing service-level sorting process should be revised and participant treatment options modified substantially. Texas should revise its existing service level sorting process. The process—*as currently operating*—does not appear to adequately reflect the needs of AFDC clients, particularly SL I participants. If the service-level sorting process is to be maintained, it should be based on more valid criteria.

The service streams available to these more job-ready participants should be broadened and made *more* discretionary rather than less so. Only a very small fraction of Texas AFDC caretakers are likely to be 'job ready' within six months. Most require considerable investments of resources—e.g., remedial education, job skills training and some type of survival/life skills training, in addition to support services—before they can be expected to begin approaching economic self-sufficiency. Services even for Service Level I caretakers should be based on results of individual assessments and reflect local job opportunities, observed client needs, and past effects of education, employment and training services for a particular client.

3. Texas should pursue a common assessment policy for JOBS participants with its major partners. Texas should pursue "common assessment" of participants as a policy, beginning with a limited number of local or regional demonstration/test sites and ultimately reaching statewide implementation if it is deemed feasible. Senate Bill 642, the Texas Workforce and Economic Competitiveness Act of 1993, provides supporting language for this recommendation. Although the 1992 JTPA Amendments now permit JOBS assessments to be used for JTPA purposes, JTPA program staff generally are better trained in performing remediation and skills training assessments, while JOBS staff are better equipped for assessing participants' broader human service and family needs.

4. Texas should straighten out the JOBS/JTPA/Food Stamp referral and eligibility process. Despite the fact that several Texas councils, numerous agency boards and many state agencies have tried to eliminate the turf and other federal and state problems associated with the JOBS/JTPA/Food Stamp referral and eligibility process over the last decade, serious kinks remain in the process which need to be remedied. Doing so has the potential to boost participation hours in JOBS, increase access to job skills training and reduce inter-program/agency friction.

Because DHS has much more to gain from improving this process than JTPA does, they should continue the effort to press for improvements which they began in late 1993. DHS' JOBS program cannot achieve its goals and objectives or provide the requisite job skills training services without substantial JTPA assistance. Local PICs, however, can and have been meeting most of their JTPA goals and objectives without active help from DHS. Although DHS could argue early in JOBS implementation that its clients were being referred to JTPA with support services lined up and funded, this is no longer the case.

It is important that *local* program staff from DHS, JTPA and others as needed provide most of the leadership and input for developing a recommended strategy for adoption by all parties. Local program staff are the ones who must live with the problems involved in the eligibility/referral process; they should provide the means for its resolution. State program staff should be cast only in a supporting role.

5. The JOBS program should better assist participants in the transition from welfare to work by helping them successfully manage work and family responsibilities. Current survival/life skills and job readiness curricula help motivate clients, prepare them for job search and inform them about topics from parenting skills to nutrition to assertiveness training. In addition, JOBS should offer extended services to participants to ease the often difficult and unstable transition from welfare to work. A number of issues will be critical to working single parents who are no longer eligible for welfare benefits, such as:

- budgeting strategies for making the most of their earned wages and various forms of public assistance and detailed information on how to apply for the Earned Income Tax Credit;
- available community resources that assist working parents and their families (i.e. food banks, women's shelters, housing assistance, legal aid, counseling and mentoring for youth, health care clinics, mental health services, substance abuse services, head-start programs, etc.);
- health care and child care options after the expiration of transitional Medicaid and child care benefits, including employer benefit plans and tax credits;
- strategies for coping with problems encountered while employed such as family crises, job-related conflicts, child care problems, etc.; and,
- comprehensive career planning information on the types of industries and occupations that provide promotion opportunities, stable employment and benefits.

Examples of ways to offer this valuable information and extended support through JOBS program are: extended seminar components (survival/life skills, job readiness), extended case management to assist former JOBS participants who have left AFDC because of increased earnings, and the formation of support groups among participants themselves. Knowledge about these issues could make a substantial contribution towards more stable and sustained employment of single parents.

6. Texas should establish better linkages to postsecondary education for the JOBS program. As noted often over the past decade, workers in this country can no longer attain economic well-being without the benefit of at least some postsecondary education and training.[153] This evaluation also found that enrollment in education was strongly associated with increased employment (especially at the higher Food Stamp exclusion level of earnings) and earnings for SL I participants. Postsecondary education enrollments contributed significantly to educational enrollments for this group of participants.

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[153] See recent works by Marshall and Tucker (1992) and the Comission on the Skills of the American Workforce (1990), as well as Levy (1987) and Johnston and Packer (1987).

While Texas policy has not discouraged postsecondary education and training, neither has it promoted it. Programmatically, there are many steps which can be taken to establish better linkages to postsecondary education.[154] These include: providing JOBS case managers with lists of resource persons who are knowledgeable about Pell Grant, student loan and related financial aid application procedures; conducting regular meetings with key state and local community college administrators and staff; and outstationing JOBS staff on community college campuses.

Another avenue DHS should explore is developing and implementing more demonstration efforts such as the statewide program administered by El Paso Community College staff. Texas State Technical College (Waco) has also been a leader in this area for years, producing some remarkable labor market results for low-income women, including AFDC caretakers, with very little recognition.[155] More can be done to utilize TSTC and its campuses around the state in this regard. Rider 12 is encouraging stronger JOBS/postsecondary linkages in the near future, but the push is more financial than programmatic.

7. DHS should seek more involvement from other potential partner agencies in JOBS to meet the needs of participants and their families. Even the more job-ready JOBS participants face many barriers to participation and subsequent employment which local JOBS programs are currently not equipped to address. They routinely face:

- neighborhood safety and housing problems which could be addressed by the Texas Department of Community Affairs and local housing authorities;
- substance abuse problems which are the purview of the Texas Commission on Alcohol and Drug Abuse;
- depression and related mental health needs which the Texas Department on Mental Health and Mental Retardation is charged with serving; and
- disability problems (physical and mental) which the Texas Rehabilitation Commission is set up to address.

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[154] The recently passed Rider 12 (Article V, Senate Bill 5, 73rd Legislature) will promote better ties to some extent, although the thrust of this effort is much more financial than programmatic.

[155] For example, see McLane, et al. (1989).

All of these agencies and their local counterparts and service delivery systems should be more strongly involved in the JOBS program at the state and local level. Administrators must have the time to cultivate and nurture these agency and program relationships. Staffing patterns and work loads should be adjusted to allow time to foster these relationships.

8. DHS should rely more heavily on its local staff and JOBS participants themselves to identify needs and suggest program improvements. As the "promising practices" portions (Section II) and the discussion of JOBS participant perceptions (Section VI) demonstrate, a vast amount of practical knowledge concerning needs and program improvements already exists at the substate level. More effective means should be found for transmitting it to state policymakers, program administrators and staff. Possible avenues for doing this include:

- monthly columns contributed by regional and local program staff in a more frequently published *WINGS Messenger*; such columns would offer practical suggestions or describe program solutions to problems, explain how staff have surmounted resource barriers and give other helpful advice; and
- periodic surveys of JOBS participants for insights into their needs, circumstances, participation problems or barriers and program/postprogram expectations.[156]

9. Texas should adopt an explicit policy to support "one-stop shopping" and co-located services for JOBS and related programs. Insights gained from two rounds of field visits for this evaluation (especially Section III) indicated that participation was better in co-located training and education sites. Earlier research on similar programs for Texas welfare recipients found that (gross) program outcomes—in terms of employment rates and postprogram earnings—were significantly better for programs exhibiting greater program coordination.[157] Texas legislative committee investigations reaching similar conclusions contributed to the development and adoption of Senate Bill 642.[158] Federal actions notwithstanding, Texas should adopt policies promoting and supporting "one-stop shopping" and service co-location unless there is a clear and compelling rationale for not doing so.

10. DHS should aggressively pursue strong linkages with Head Start and other early childhood programs as part of its JOBS child care efforts. Given the high value which JOBS participants themselves place on having their children receive good child care (Section VI) and the important role it plays in supporting effective program participation (Section IV), DHS child care staff should aggressively pursue strong linkages with Head Start and similar programs via the CCMS. CCMS provides seamless services to JOBS participants and other low-income parents. Such relationships with other early childhood development providers could enable DHS to maximize scarce JOBS child care resources and could also provide valuable intergenerational benefits.

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[156] This is consistent with other "customer surveys" or "point of contact" notions emanating from the Reinventing Government and Total Quality Management movements.

[157] See King and Schexnayder (1992) for detailed findings.

[158] See Texas Senate Interim Committee on State Affairs *A Quality Workforce* (1992) and its accompanying *Working Papers*.

11. DHS should 're-invent' the case manager's job. Under the Texas JOBS design, the case manager is the very heart of the program. Yet, with increasing emphasis on process, participation hours and documentation and the shift to group rather than individual case management, the case manager's effectiveness is seriously diminished.[159] DHS should 'reinvent' the case manager's job from one of passively tracking cases and documenting client interactions to one of producing and facilitating results—intermediate, near-term and longer-term outcomes. Case managers should be actively lining up appropriate services, securing educational/grade gains and job placements and striving for employment-related AFDC exits. Performance for JOBS case managers should be gauged by whether their actions have resulted in program successes for their caseloads that lead to economic self-sufficiency.

DHS should again request funding for purchasing the latest computer technology to support case managers in this effort. JOBS case managers are often characterized—within DHS as well as by other agency and program staffs—as some of the most poorly supported of all human services workers in terms of automation. DHS should also consider restructuring their actual work by utilizing more administrative technicians to transcribe case notes from dictation. DHS should also reevaluate its documentation procedures and requirements.

12. If the necessary resources are not forthcoming, Texas should seriously consider operating an all-volunteer JOBS program in only a limited number of counties. When JOBS was first authorized as part of the Family Support Act of 1988, the Texas Legislature had limited time and information with which to make decisions about the breadth and scope of the program it ultimately implemented on October 1, 1990. It opted for a program for FYs 1991-1992 which, while not statewide, was slightly more comprehensive than it needed to be, operating "complete" programs in 82 designated counties. Subsequently, the FY 1993 program was expanded to 87 counties, the service options scaled back and other changes made. (Sections II and III provide some of the details.)

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[159] Case managers face a similar set of problems in most other states as well. See Institute for Family Self-Sufficiency (1992) and Hagen and Lurie (1993).

Although the Texas AFDC caseload has recently grown more slowly than expected, the federal participation targets continue to increase, rising to 20 percent of the nonexempt caseload by FY 1995. If the Legislature does not provide levels of resources sufficient for addressing the needs of JOBS participants in the targeted number of counties, then Texas should scale back the program so that sufficient resources are available to support those participants who are really committed to a path of self-improvement. Ways of doing this—none of them likely to be politically popular—include: offering JOBS programs only in counties contained within metropolitan statistical areas, which tend to have enhanced service offerings, developed transportation systems and more viable labor markets; and bypassing participant outreach altogether in order to serve volunteers only. Outreach and the subsequent punitive actions that DHS must administer for failure to respond to outreach are very time-intensive for JOBS staff and often produce few positive results for the effort expended.

13. The Texas Legislature should institute a new budget process which explicitly treats the financing of current operating expenses differently from the financing of capital expenses—especially *human* capital development. Economists of all persuasions have begun to line up behind the concept of different budget treatment for current operating expenses than for capital expenses.[160] The current budget process in Texas forces legislators to balance financing welfare payment administration costs against the costs of training, tuition and support services—investment costs which have the potential for yielding long-term benefits. Federal matching funds rates under the AFDC/JOBS program are structured in such a way as to encourage investment by giving states higher matching rates for developmental expenses than for income maintenance and administrative expenses. The Texas Legislature should give serious attention to instituting an operating/capital budgeting concept, especially as it relates to *human* capital development.

National Recommendations. While the focus of this evaluation has been the Texas JOBS program, any number of program features derive directly from provisions in the national Family Support Act and its accompanying federal regulations. The State of Texas can join other states in lobbying to change federal laws or regulations that inhibit successful program operations and outcomes.

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[160] Heilbroner (1988) is just one example.

1. The 20-hour participation rule should be eliminated or substantially modified. The JOBS program's 20-hour participation rule should be eliminated, or at least substantially modified, so that it is used as a goal or target. Although this recommendation applies equally to all components, it is especially important as it relates to postsecondary education attendance. Implementation of the rule, however well intended, has proved counterproductive. One approach which should be considered by HHS and the Congress is to let the operating guidelines of the other key systems and programs be "operative and ruling". For example, if postsecondary institutions (and those entities providing financial assistance to students) classify those individuals enrolled and attending twelve or more semester hours as "full-time", then the JOBS program should do so as well.

2. Current federal participation target rates should be modified substantially. The method of calculating the current federal participation rate targets for the JOBS program should be modified substantially. The Family Support Act sets a participation target rate of 15 percent of a state's nonexempt caseload for FY 1994, increasing to 20 percent for FY 1995. Although rates in earlier years were computed on a biannual or quarterly basis, these rates now must be achieved monthly for a state to be eligible for enhanced matching rates. The rate calculations and computations, aside from being inappropriately imbedded in the Family Support Act rather than in federal regulations, are overly prescribed and pegged at arbitrarily high levels. Ongoing participation at rates of 15-20 percent have not been maintained in any known welfare-to-work programs when computed on a such a strict (monthly) basis.[161]

Achievement of participation rate targets should relate to matching funds via a sliding scale. For example, states might be eligible for the full Medicaid matching rate (i.e., just over 64 percent for Texas) if their JOBS participation were to exceed some reasonable federal target rate (e.g., 12 percent). However, states would still be allowed to receive some high fraction (e.g., 90 percent of the enhanced Medicaid rate) for participation rates ranging from 10-12 percent. States should not be penalized financially for failing to exceed relatively arbitrary participation targets, but instead should be rewarded for investing their own funds to promote skills development for their AFDC caretakers.

3. Interim, outcome-based performance standards should be implemented for the JOBS program. Outcome-based performance standards, as called for in Section

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[161] Not even California's Saturated Work Initiative Model (or SWIM) program, which has had the benefit of intensive investments of federal, state and local resources over several years, as well as a remarkable levels of ongoing state monitoring, has been able to maintain a participation rate of 20 percent if computed on the same basis as in the JOBS program. For more on SWIM, see Friedlander and Hamilton (1993).

201(b) of the Family Support Act, are essential for the JOBS program to achieve its stated goals. HHS and the Clinton Administration should cut short the negotiated postponement of such standards and institute interim measures, using any available remaining time to refine the subsequent permanent ones. In the meantime, they should redouble their efforts to ensure that the requisite program and outcomes data are consistent, reliable and readily accessible.

Both longer-term outcomes (i.e., employment, earnings and welfare receipt) as well as more intermediate measures should be developed. Standards development efforts should be conducted jointly with the Departments of Labor and Education, as well as Agriculture and Housing and Urban Development. HHS should make full use of ongoing efforts, initiated as a result of the 1992 JTPA Amendments, to derive common outcomes measures across programs and core data elements necessary to support them.

4. Financial barriers to postsecondary education due to student loan defaults should be investigated and appropriate remedies sought. The federal government should investigate the barriers posed by defaulted student loans for AFDC caretakers who desire to pursue postsecondary education and training. Given the relationship between education and earnings, these former students who are new AFDC recipients should be encouraged to pursue further human capital skills development and not be hampered by past financial problems. Such a policy could be quite helpful in Texas, which does not use JOBS funds to finance higher education, but relies on individuals' efforts to arrange their own support.

5. A joint, one-stop shopping demonstration should be initiated for JOBS and related programs on the federal level. HHS, along with some of its key partners at the federal level, should launch a demonstration effort to promote the use of one-stop shopping, co-location and/or program consolidation. Moreover, Congress should explore creating financial and other incentives for the array of programs providing services to AFDC caretakers and other low-income populations to encourage the programs to adopt one-stop shopping and co-location approaches. Such incentives and/or demonstrations can make the JOBS program far more accessible to participants. Examples of successful efforts can be found in Texas (e.g., in some Bexar and Tarrant County housing projects), as well as in Pennsylvania (as part of its Single-Point-of-Contact [SPOC] initiative) and other areas.

6. Revise the existing statewide-operations JOBS provisions. The Family Support Act provisions governing statewide operations for the JOBS program should be revised. While Texas has received state plan approval from HHS to operate on a less-than-statewide basis since FY 1993, there are no guarantees that this will continue. For many states west of the Mississippi River, the conceptual thinking behind statewide operations and the criteria used to apply them are inappropriate. Population densities, actual geographic distances, labor market conditions and differential costs of providing services in these more rural areas typically make statewide programs infeasible. In order to reach "statewide operations" to serve 95 percent of adult AFDC caretakers, Texas would need to add 27 counties to the current 87 counties it is serving. This would strain Texas' limited resources beyond the breaking point. HHS might consider launching a demonstration effort—structured with federal/state/local "challenge-grant" funding—to develop and test the use of the latest long-distance technologies for delivering education, job training and placement services in more rural areas.

In summary, while the JOBS program in its first two years of operation produced positive employment and earnings outcomes for its participants, most of them still had a long way to go to achieve economic self sufficiency. The recommendations outlined above should both help the program improve its operations and move participants closer to that ultimate goal.

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Appendix A

JOBS Program Participation Patterns

Tab4.Characteristics-11/8/93

Key Characteristics of JOBS Participants
Statewide

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		44,842	100%	61,805	100%	83,944	100%
AFDC-Basic	Adults	40,501	90%	57,164	92%	77,761	93%
	Children	3,706	8%	3,310	5%	4,466	5%
AFDC-UP	Adults	600	1%	1,297	2%	1,672	2%
	Children	35	0%	34	0%	45	0%
Gender							
	Female	41,782	93%	58,166	94%	79,002	94%
	Male	3,058	7%	3,638	6%	4,940	6%
Race/Ethnicity							
	Black	18,983	42%	26,512	43%	35,482	42%
	Hispanic	16,351	36%	21,722	35%	29,874	36%
	White/Other	9,507	21%	13,570	22%	18,587	22%
Original Service Level							
	1	16,600	37%	29,637	48%	38,580	46%
	2	24,631	55%	26,660	43%	38,059	45%
	3	1,963	4%	2,072	3%	3,268	4%
	Other	1,648	4%	3,436	6%	4,037	5%
Target Group							
Rcvd AFDC >36 of 60 mos.		22,938	51%	23,568	38%	35,221	42%
Young CT w/out H.S./Work History		6,867	15%	12,442	20%	15,573	19%
Youngest Child w/in 2 years		1,948	4%	1,838	3%	2,846	3%
Other Target Group		1,378	3%	2,029	3%	2,763	3%
Not in Target Group		9,701	22%	17,762	29%	22,594	27%
Target Group Unknown		2,010	4%	4,166	7%	4,947	6%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

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Tab4.Partic/Component-11/3/93

Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic
Statewide

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	2,660	100%	6,589	100%	7,696	100%
Assessment	2,658	100%	5,617	85%	5,278	69%
High School	11	0%	33	1%	64	1%
GED	73	3%	190	3%	285	4%
Basic/Remedial Ed	48	2%	103	2%	160	2%
Post-Secondary Ed	64	2%	208	3%	322	4%
Self-Initiated Ed	153	6%	359	5%	558	7%
Job Readiness/Job Prep	645	24%	2,081	32%	2,067	27%
Job Skills Training	111	4%	271	4%	433	6%
Individual Job Search	197	7%	930	14%	1,616	21%
Group Job Search/JSST	183	7%	1,431	22%	1,460	19%
Self-Initiated Training	147	6%	435	7%	659	9%
Life Skills	263	10%	1,749	27%	1,693	22%
OJT	12	0%	13	0%	38	0%
Job Placement/Entered Emp	231	9%	570	9%	975	13%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	9,121	100%	11,236	100%	13,376	100%
Assessment	6,414	70%	7,839	70%	9,267	69%
High School	87	1%	104	1%	96	1%
GED	389	4%	523	5%	794	6%
Basic/Remedial Ed	220	2%	269	2%	323	2%
Post-Secondary Ed	613	7%	665	6%	925	7%
Self-Initiated Ed	900	10%	1,102	10%	1,451	11%
Job Readiness/Job Prep	1,995	22%	2,479	22%	2,946	22%
Job Skills Training	730	8%	903	8%	1,141	9%
Individual Job Search	1,671	18%	2,065	18%	2,720	20%
Group Job Search/JSST	1,162	13%	1,642	15%	1,952	15%
Self-Initiated Training	881	10%	1,110	10%	1,404	10%
Life Skills	1,451	16%	2,058	18%	2,261	17%
OJT	38	0%	41	0%	98	1%
Job Placement/Entered Emp	1,262	14%	1,621	14%	1,774	13%

	April-June 1992		July-Aug* 1992		Total Unduplicated Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	14,508	100%	12,832	100%	37,259	100%
Assessment	9,741	67%	8,243	64%	37,235	100%
High School	83	1%	48	0%	265	1%
GED	969	7%	737	6%	2,141	6%
Basic/Remedial Ed	338	2%	238	2%	930	2%
Post-Secondary Ed	948	7%	729	6%	1,922	5%
Self-Initiated Ed	1,513	10%	1,178	9%	3,238	9%
Job Readiness/Job Prep	3,646	25%	2,013	16%	14,271	38%
Job Skills Training	1,365	9%	1,149	9%	3,498	9%
Individual Job Search	3,353	23%	2,519	20%	9,887	27%
Group Job Search/JSST	2,518	17%	1,426	11%	10,360	28%
Self-Initiated Training	1,476	10%	1,215	9%	3,631	10%
Life Skills	3,094	21%	1,984	15%	13,375	36%
OJT	36	0%	38	0%	217	1%
Job Placement/Entered Emp	2,357	16%	1,834	14%	7,123	19%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

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Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic
Statewide

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	10,025	100%	11,656	100%	11,482	100%
Assessment	10,023	100%	10,379	89%	9,377	82%
High School	230	2%	465	4%	761	7%
GED	2,093	21%	2,977	26%	3,344	29%
Basic/Remedial Ed	677	7%	914	8%	1,019	9%
Post-Secondary Ed	155	2%	250	2%	310	3%
Self-Initiated Ed	204	2%	304	3%	320	3%
Job Readiness/Job Prep	300	3%	473	4%	550	5%
Job Skills Training	434	4%	543	5%	665	6%
Individual Job Search	437	4%	485	4%	562	5%
Group Job Search/JSST	98	1%	149	1%	170	1%
Self-Initiated Training	284	3%	419	4%	429	4%
Life Skills	839	8%	1,206	10%	1,549	13%
OJT	44	0%	53	0%	68	1%
Job Placement/Entered Emp	849	8%	789	7%	1,110	10%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	11,482	100%	11,583	100%	12,993	100%
Assessment	9,108	79%	8,390	72%	10,080	78%
High School	1,130	10%	1,169	10%	858	7%
GED	3,424	30%	3,698	32%	4,371	34%
Basic/Remedial Ed	889	8%	759	7%	909	7%
Post-Secondary Ed	401	3%	376	3%	450	3%
Self-Initiated Ed	365	3%	378	3%	437	3%
Job Readiness/Job Prep	527	5%	510	4%	609	5%
Job Skills Training	813	7%	725	6%	749	6%
Individual Job Search	545	5%	540	5%	627	5%
Group Job Search/JSST	132	1%	159	1%	201	2%
Self-Initiated Training	533	5%	614	5%	760	6%
Life Skills	1,264	11%	1,151	10%	1,428	11%
OJT	62	1%	51	0%	60	0%
Job Placement/Entered Emp	1,112	10%	1,037	9%	1,044	8%

	April-June 1992		July-Aug* 1992		Total Unduplicated Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	13,042	100%	11,670	100%	33,829	100%
Assessment	9,852	76%	8,736	75%	33,824	100%
High School	621	5%	486	4%	2,549	8%
GED	4,665	36%	3,472	30%	12,531	37%
Basic/Remedial Ed	967	7%	686	6%	3,096	9%
Post-Secondary Ed	437	3%	337	3%	1,071	3%
Self-Initiated Ed	400	3%	317	3%	1,322	4%
Job Readiness/Job Prep	760	6%	483	4%	3,011	9%
Job Skills Training	947	7%	774	7%	3,017	9%
Individual Job Search	757	6%	687	6%	3,172	9%
Group Job Search/JSST	265	2%	139	1%	1,154	3%
Self-Initiated Training	797	6%	586	5%	2,268	7%
Life Skills	1,624	12%	980	8%	8,311	25%
OJT	78	1%	77	1%	278	1%
Job Placement/Entered Emp	1,415	11%	1,176	10%	5,553	16%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.

*Data included for 2 months of quarter.

Tab4.Hours/Component-11/4/93

Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic
Statewide

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	169,343	100%	499,804	100%	718,423	100%
Assessment	18,486	11%	40,086	8%	33,486	5%
High School	1,462	1%	5,890	1%	14,256	2%
GED	4,718	3%	14,462	3%	25,400	4%
Basic/Remedial Ed	2,908	2%	6,451	1%	12,565	2%
Post-Secondary Ed	9,280	5%	26,848	5%	36,019	5%
Self-Initiated Ed	21,444	13%	51,277	10%	75,293	10%
Job Readiness/Job Prep	13,384	8%	40,790	8%	42,801	6%
Job Skills Training	14,385	8%	38,545	8%	60,780	8%
Individual Job Search	8,902	5%	48,231	10%	84,906	12%
Group Job Search/JSST	3,279	2%	34,241	7%	34,118	5%
Self-Initiated Training	25,143	15%	67,372	13%	107,263	15%
Life Skills	5,681	3%	38,610	8%	35,750	5%
OJT	2,704	2%	2,410	0%	5,443	1%
Job Placement/Entered Emp	37,567	22%	84,591	17%	150,343	21%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	938,268	100%	1,315,011	100%	1,615,915	100%
Assessment	35,046	4%	48,833	4%	54,903	3%
High School	17,978	2%	27,726	2%	22,442	1%
GED	32,615	3%	50,244	4%	69,122	4%
Basic/Remedial Ed	19,684	2%	28,041	2%	31,673	2%
Post-Secondary Ed	61,712	7%	99,291	8%	137,326	8%
Self-Initiated Ed	110,557	12%	168,378	13%	226,161	14%
Job Readiness/Job Prep	48,609	5%	58,664	4%	68,697	4%
Job Skills Training	96,932	10%	121,997	9%	142,403	9%
Individual Job Search	112,007	12%	147,115	11%	219,832	14%
Group Job Search/JSST	26,864	3%	43,666	3%	51,094	3%
Self-Initiated Training	148,433	16%	195,904	15%	256,086	16%
Life Skills	31,531	3%	45,275	3%	49,309	3%
OJT	6,041	1%	7,903	1%	13,403	1%
Job Placement/Entered Emp	190,259	20%	271,974	21%	273,464	17%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	1,857,025	100%	1,215,430	100%	8,329,219	100%
Assessment	56,644	3%	41,047	3%	328,531	4%
High School	18,409	1%	6,888	1%	115,051	1%
GED	86,165	5%	55,023	5%	337,749	4%
Basic/Remedial Ed	29,743	2%	19,828	2%	150,893	2%
Post-Secondary Ed	124,506	7%	69,577	6%	564,559	7%
Self-Initiated Ed	227,271	12%	139,317	11%	1,019,698	12%
Job Readiness/Job Prep	88,658	5%	47,640	4%	409,243	5%
Job Skills Training	167,556	9%	124,840	10%	767,438	9%
Individual Job Search	266,978	14%	192,610	16%	1,080,581	13%
Group Job Search/JSST	65,691	4%	32,720	3%	291,673	4%
Self-Initiated Training	262,774	14%	170,419	14%	1,233,394	15%
Life Skills	65,773	4%	45,769	4%	317,698	4%
OJT	6,971	0%	7,256	1%	52,131	1%
Job Placement/Entered Emp	389,886	21%	262,496	22%	1,660,580	20%

*Data included for 2 months of quarter.

Tab4.Hours/Component-11/4/93

Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic
Statewide

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	676,450	100%	891,887	100%	1,141,213	100%
Assessment	53,331	8%	46,804	5%	37,126	3%
High School	38,035	6%	92,672	10%	188,309	17%
GED	162,485	24%	249,900	28%	302,824	27%
Basic/Remedial Ed	58,079	9%	77,609	9%	98,901	9%
Post-Secondary Ed	19,549	3%	35,856	4%	36,556	3%
Self-Initiated Ed	26,852	4%	44,242	5%	42,937	4%
Job Readiness/Job Prep	10,420	2%	13,275	1%	16,203	1%
Job Skills Training	60,195	9%	75,638	8%	89,703	8%
Individual Job Search	24,134	4%	27,078	3%	30,531	3%
Group Job Search/JSST	4,448	1%	5,948	1%	6,377	1%
Self-Initiated Training	47,161	7%	67,024	8%	66,874	6%
Life Skills	23,811	4%	31,413	4%	44,403	4%
OJT	7,100	1%	9,345	1%	11,375	1%
Job Placement/Entered Emp	140,850	21%	115,083	13%	169,094	15%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	1,238,722	100%	1,416,610	100%	1,404,038	100%
Assessment	34,953	3%	35,373	2%	44,300	3%
High School	262,422	21%	338,753	24%	202,392	14%
GED	306,252	25%	368,606	26%	429,991	31%
Basic/Remedial Ed	81,694	7%	82,836	6%	91,492	7%
Post-Secondary Ed	41,565	3%	56,908	4%	67,312	5%
Self-Initiated Ed	47,170	4%	59,496	4%	65,893	5%
Job Readiness/Job Prep	15,773	1%	19,174	1%	21,247	2%
Job Skills Training	101,827	8%	104,193	7%	97,046	7%
Individual Job Search	34,047	3%	40,848	3%	46,260	3%
Group Job Search/JSST	4,029	0%	5,040	0%	5,355	0%
Self-Initiated Training	79,684	6%	99,461	7%	126,060	9%
Life Skills	40,959	3%	33,655	2%	45,215	3%
OJT	11,808	1%	9,754	1%	9,090	1%
Job Placement/Entered Emp	176,539	14%	162,513	11%	152,385	11%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	1,491,360	100%	955,344	100%	9,215,624	100%
Assessment	43,233	3%	33,183	3%	328,303	4%
High School	162,957	11%	73,655	8%	1,359,195	15%
GED	440,387	30%	276,450	29%	2,536,895	28%
Basic/Remedial Ed	99,528	7%	61,622	6%	651,761	7%
Post-Secondary Ed	57,391	4%	29,728	3%	344,865	4%
Self-Initiated Ed	58,127	4%	34,465	4%	379,182	4%
Job Readiness/Job Prep	25,021	2%	16,174	2%	137,287	1%
Job Skills Training	106,677	7%	83,972	9%	719,251	8%
Individual Job Search	57,943	4%	48,569	5%	309,410	3%
Group Job Search/JSST	8,750	1%	3,649	0%	43,596	0%
Self-Initiated Training	137,917	9%	82,422	9%	706,603	8%
Life Skills	55,598	4%	33,431	3%	308,485	3%
OJT	11,856	1%	10,590	1%	80,918	1%
Job Placement/Entered Emp	225,975	15%	167,434	18%	1,309,873	14%

*Data included for 2 months of quarter.

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Tab4.Tot Time by Cohort-11/8/93-12:24 PM

Total Time in JOBS Program
Service Level 1
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Persons No Longer Enrolled	2,253	100%	4,293	100%	3,366	100%
(After August 31, 1992)						
Total Person-months in JOBS	15,328		23,554		17,771	
Mean Number of Months in JOBS	7		5		5	
Percent of Months in Components	10,713	70%	17,315	74%	13,946	78%
Percent of Months in Holding	4,615	30%	6,239	26%	3,825	22%
Total hours by Component	605,079	100%	899,654	100%	837,181	100%
Assessment	19,900	3%	40,303	4%	31,329	4%
High School	2,433	0%	14,255	2%	12,894	2%
GED	17,491	3%	27,782	3%	22,103	3%
Basic/Remedial Ed	7,622	1%	15,071	2%	13,318	2%
Post-Secondary Ed	38,221	6%	48,816	5%	45,378	5%
Self-Initiated Ed	79,532	13%	89,881	10%	75,594	9%
Job Readiness/Job Prep	26,391	4%	54,197	6%	42,345	5%
Job Skills Training	54,481	9%	77,392	9%	75,331	9%
Individual Job Search	69,645	12%	114,012	13%	102,831	12%
Group Job Search/JSST	17,085	3%	41,363	5%	26,248	3%
Self-Initiated Training	74,811	12%	121,926	14%	139,028	17%
Life Skills	19,875	3%	40,100	4%	28,788	3%
OJT	8,210	1%	5,885	1%	6,113	1%
Job Placement/Entered Emp	169,382	28%	208,671	23%	215,881	26%
Average Hours per Completer	269		210		249	
Total Participants by Component	2,253		4,293		3,366	
Assessment	2,105	93%	4,290	100%	3,363	100%
High School	15	1%	24	1%	35	1%
GED	126	6%	165	4%	158	5%
Basic/Remedial Ed	70	3%	96	2%	87	3%
Post-Secondary Ed	115	5%	159	4%	165	5%
Self-Initiated Ed	207	9%	244	6%	278	8%
Job Readiness/Job Prep	1,026	46%	2,031	47%	1,367	41%
Job Skills Training	218	10%	293	7%	306	9%
Individual Job Search	784	35%	1,291	30%	996	30%
Group Job Search/JSST	701	31%	1,500	35%	958	28%
Self-Initiated Training	195	9%	364	8%	390	12%
Life Skills	766	34%	1,783	42%	1,221	36%
OJT	27	1%	23	1%	20	1%
Job Placement/Entered Emp	726	32%	886	21%	827	25%
Average Number of Participants for All Components	506		939		727	
Average Hours by Component						
Assessment	9		9		9	
High School	162		594		368	
GED	139		168		140	
Basic/Remedial Ed	109		157		153	
Post-Secondary Ed	332		307		275	
Self-Initiated Ed	384		368		272	
Job Readiness/Job Prep	26		27		31	
Job Skills Training	250		264		246	
Individual Job Search	89		88		103	
Group Job Search/JSST	24		28		27	
Self-Initiated Training	384		335		356	
Life Skills	26		22		24	
OJT	304		256		306	
Job Placement/Entered Emp	233		236		261	
Average Hours for All Components	177		204		184	

	Cohort 4		Cohort 5		Cohort 6		All Cohorts Total	Cohort Total Oct-De
	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Persons No Longer Enrolled (After August 31, 1992)	3,986	100%	4,513	100%	4,510	100%	22,921	100%
Total Person-months in JOBS	19,184		17,190		12,970		105,997	
Mean Number of Months in JOBS	5		4		3		5	
Percent of Months in Components	16,391	85%	15,208	88%	12,135	94%	85,708	81%
Percent of Months in Holding	2,793	15%	1,982	12%	835	6%	20,289	19%
Total hours by Component	995,521	100%	833,171	100%	642,244	100%	4,812,850	100%
Assessment	32,305	3%	38,528	5%	36,812	6%	199,177	4%
High School	19,619	2%	12,757	2%	3,464	1%	65,422	1%
GED	34,513	3%	24,667	3%	19,530	3%	146,086	3%
Basic/Remedial Ed	13,813	1%	8,526	1%	5,617	1%	63,967	1%
Post-Secondary Ed	66,692	7%	18,218	2%	21,336	3%	238,661	5%
Self-Initiated Ed	95,325	10%	54,208	7%	44,634	7%	439,174	9%
Job Readiness/Job Prep	41,339	4%	46,145	6%	42,029	7%	252,446	5%
Job Skills Training	96,417	10%	53,955	6%	34,775	5%	392,351	8%
Individual Job Search	143,224	14%	169,551	20%	118,600	18%	717,863	15%
Group Job Search/JSST	28,475	3%	38,440	5%	33,495	5%	185,106	4%
Self-Initiated Training	130,972	13%	108,291	13%	63,128	10%	638,156	13%
Life Skills	28,042	3%	36,000	4%	32,269	5%	185,074	4%
OJT	6,489	1%	6,018	1%	3,408	1%	36,123	1%
Job Placement/Entered Emp	258,296	26%	217,867	26%	183,147	29%	1,253,244	26%
Average Hours per Completer	250		185		142		210	
Total People by Component	3,986		4,513		4,510		22,921	
Assessment	3,982	100%	4,513	100%	4,508	100%	22,761	99%
High School	42	1%	27	1%	14	0%	157	1%
GED	225	6%	198	4%	218	5%	1,090	5%
Basic/Remedial Ed	104	3%	76	2%	57	1%	490	2%
Post-Secondary Ed	224	6%	110	2%	124	3%	897	4%
Self-Initiated Ed	367	9%	243	5%	234	5%	1,573	7%
Job Readiness/Job Prep	1,422	36%	1,798	40%	1,631	36%	9,275	40%
Job Skills Training	455	11%	308	7%	255	6%	1,835	8%
Individual Job Search	1,124	28%	1,330	29%	1,105	25%	6,630	29%
Group Job Search/JSST	967	24%	1,360	30%	1,159	26%	6,645	29%
Self-Initiated Training	393	10%	353	8%	283	6%	1,978	9%
Life Skills	1,193	30%	1,648	37%	1,464	32%	8,075	35%
OJT	25	1%	33	1%	28	1%	156	1%
Job Placement/Entered Emp	1,008	25%	874	19%	810	18%	5,131	22%
Average Number of Participants for All Components	824		919		849		4,764	
Average Hours per Compouent								
Assessment	8		9		8		9	
High School	467		472		247		417	
GED	153		125		90		134	
Basic/Remedial Ed	133		112		99		131	
Post-Secondary Ed	298		166		172		266	
Self-Initiated Ed	260		223		191		279	
Job Readiness/Job Prep	29		26		26		27	
Job Skills Training	212		175		136		214	
Individual Job Search	127		127		107		108	
Group Job Search/JSST	29		28		29		28	
Self-Initiated Training	333		307		223		323	
Life Skills	24		22		22		23	
OJT	260		182		122		232	
Job Placement/Entered Emp	256		249		226		244	
Average Hours for All Components	185		159		121		174	

Total Time in JOBS Program
Service Level 1
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
For Persons Still Enrolled on August 31, 1992	269	100%	491	100%	477	100%
(Includes incomplete JOBS spell for persons still enrolled)						
Total Person-months in JOBS	5,723		9,371		7,644	
Mean Number of Months in JOBS	21		19		16	
Percent of Months in Components	3,266	57%	5,509	59%	5,233	68%
Percent of Months in Holding	2,457	43%	3,862	41%	2,411	32%
Total hours by Component	210,370	100%	352,913	100%	348,839	100%
Assessment	3,914	2%	7,596	2%	6,670	2%
High School	3,822	2%	10,601	3%	4,249	1%
GED	15,577	7%	23,884	7%	24,044	7%
Basic/Remedial Ed	9,953	5%	18,440	5%	14,151	4%
Post-Secondary Ed	30,598	15%	45,407	13%	46,425	13%
Self-Initiated Ed	43,340	21%	44,217	13%	77,851	22%
Job Readiness/Job Prep	7,196	3%	10,435	3%	11,174	3%
Job Skills Training	18,398	9%	44,984	13%	32,224	9%
Individual Job Search	18,076	9%	28,969	8%	25,038	7%
Group Job Search/JSST	2,330	1%	5,554	2%	3,952	1%
Self-Initiated Training	29,307	14%	70,383	20%	57,098	16%
Life Skills	5,536	3%	7,303	2%	6,216	2%
OJT	1,136	1%	1,578	0%	943	0%
Job Placement/Entered Emp	21,187	10%	33,562	10%	38,804	11%
Total People by Component	269		491		477	
Assessment	265	99%	491	100%	477	100%
High School	6	2%	8	2%	10	2%
GED	45	17%	80	16%	86	18%
Basic/Remedial Ed	30	11%	56	11%	51	11%
Post-Secondary Ed	58	22%	99	20%	112	23%
Self-Initiated Ed	74	28%	111	23%	140	29%
Job Readiness/Job Prep	144	54%	250	51%	199	42%
Job Skills Training	65	24%	126	26%	113	24%
Individual Job Search	126	47%	201	41%	197	41%
Group Job Search/JSST	95	35%	184	37%	130	27%
Self-Initiated Training	53	20%	123	25%	103	22%
Life Skills	129	48%	233	47%	195	41%
OJT	3	1%	6	1%	5	1%
Job Placement/Entered Emp	89	33%	132	27%	134	28%
Average Number of Participants for All Components	84		150		139	
Average Hours per Component						
Assessment	15		15		14	
High School	637		1,325		425	
GED	346		299		280	
Basic/Remedial Ed	332		329		277	
Post-Secondary Ed	528		459		415	
Self-Initiated Ed	586		398		556	
Job Readiness/Job Prep	50		42		56	
Job Skills Training	283		357		285	
Individual Job Search	143		144		127	
Group Job Search/JSST	25		30		30	
Self-Initiated Training	553		572		554	
Life Skills	43		31		32	
OJT	379		263		189	
Job Placement/Entered Emp	238		254		290	
Average Hours for All Components	297		323		252	

	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		All Cohorts Total	Cohort Total Oct-De
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
For Persons Still Enrolled on August 31, 1992	799	100%	817	100%	1,410	100%	4,263	100%
(Includes incomplete JOBS spell for persons still enrolled)								
Total Person-months in JOBS	10,233		8,180		9,765		50,916	
Mean Number of Months in JOBS	13		10		7		12	
Percent of Months in Components	7,871	77%	6,699	82%	8,579	88%	37,157	73%
Percent of Months in Holding	2,362	23%	1,481	18%	1,186	12%	13,759	27%
Total hours by Component	559,313	100%	458,219	100%	596,520	100%	2,526,174	100%
Assessment	9,386	2%	9,707	2%	13,730	2%	51,003	2%
High School	12,662	2%	8,320	2%	4,194	1%	43,848	2%
GED	30,626	5%	31,386	7%	32,150	5%	157,667	6%
Basic/Remedial Ed	13,131	2%	10,875	2%	9,983	2%	76,533	3%
Post-Secondary Ed	73,029	13%	54,781	12%	46,388	8%	296,628	12%
Self-Initiated Ed	135,139	24%	86,823	19%	108,917	18%	496,287	20%
Job Readiness/Job Prep	13,616	2%	14,588	3%	22,352	4%	79,361	3%
Job Skills Training	78,756	14%	52,575	11%	71,461	12%	298,398	12%
Individual Job Search	31,585	6%	37,294	8%	80,607	14%	221,569	9%
Group Job Search/JSST	5,246	1%	7,498	2%	15,758	3%	40,338	2%
Self-Initiated Training	97,630	17%	92,627	20%	103,833	17%	450,878	18%
Life Skills	8,344	1%	9,199	2%	16,339	3%	52,937	2%
OJT	1,507	0%	1,966	0%	4,022	1%	11,152	0%
Job Placement/Entered Emp	48,656	9%	40,580	9%	66,786	11%	249,575	10%
Total People by Component	799		817		1,410		4,263	
Assessment	799	100%	817	100%	1,410	100%	4,259	100%
High School	23	3%	12	1%	14	1%	73	2%
GED	123	15%	132	16%	177	13%	643	15%
Basic/Remedial Ed	60	8%	64	8%	69	5%	330	8%
Post-Secondary Ed	188	24%	143	18%	171	12%	771	18%
Self-Initiated Ed	271	34%	219	27%	317	22%	1,132	27%
Job Readiness/Job Prep	277	35%	319	39%	601	43%	1,790	42%
Job Skills Training	244	31%	210	26%	309	22%	1,067	25%
Individual Job Search	227	28%	273	33%	521	37%	1,545	36%
Group Job Search/JSST	165	21%	225	28%	463	33%	1,262	30%
Self-Initiated Training	192	24%	200	24%	264	19%	935	22%
Life Skills	244	31%	295	36%	564	40%	1,660	39%
OJT	8	1%	7	1%	11	1%	40	1%
Job Placement/Entered Emp	201	25%	192	24%	314	22%	1,062	25%
Average Number of Participants for All Components	216		222		372		1,184	
Average Hours per Component								
Assessment	12		12		10		12	
High School	551		693		300		601	
GED	249		238		182		245	
Basic/Remedial Ed	219		170		145		232	
Post-Secondary Ed	388		383		271		385	
Self-Initiated Ed	499		396		344		438	
Job Readiness/Job Prep	49		46		37		44	
Job Skills Training	323		250		231		280	
Individual Job Search	139		137		155		143	
Group Job Search/JSST	32		33		34		32	
Self-Initiated Training	508		463		393		482	
Life Skills	34		31		29		32	
OJT	188		281		366		279	
Job Placement/Entered Emp	242		211		213		235	
Average Hours for All Components	4		4		4		246	

Total Time in JOBS Program
Service Level 1
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
For All Participants	2,522	100%	4,784	100%	3,843	100%
(Includes incomplete JOBS spell for persons still enrolled)						
Total Person-months in JOBS	21,051		32,925		25,415	
Mean Number of Months in JOBS	8		7		7	
Percent of Months in Components	13,979	66%	22,824	69%	19,179	75%
Percent of Months in Holding	7,072	34%	10,101	31%	6,236	25%
Total hours by Component	815,449	100%	1,252,567	100%	1,186,020	100%
Assessment	23,814	3%	47,899	4%	37,999	3%
High School	6,255	1%	24,856	2%	17,143	1%
GED	33,068	4%	51,666	4%	46,147	4%
Basic/Remedial Ed	17,575	2%	33,511	3%	27,469	2%
Post-Secondary Ed	68,819	8%	94,223	8%	91,803	8%
Self-Initiated Ed	122,872	15%	134,098	11%	153,445	13%
Job Readiness/Job Prep	33,587	4%	64,632	5%	53,519	5%
Job Skills Training	72,879	9%	122,376	10%	107,555	9%
Individual Job Search	87,721	11%	142,981	11%	127,869	11%
Group Job Search/JSST	19,415	2%	46,917	4%	30,200	3%
Self-Initiated Training	104,118	13%	192,309	15%	196,126	17%
Life Skills	25,411	3%	47,403	4%	35,004	3%
OJT	9,346	1%	7,463	1%	7,056	1%
Job Placement/Entered Emp	190,569	23%	242,233	19%	254,685	21%
Total People by Component	2,522		4,784		3,843	
Assessment	2,370	94%	4,781	100%	3,840	100%
High School	21	1%	32	1%	45	1%
GED	171	7%	245	5%	244	6%
Basic/Remedial Ed	100	4%	152	3%	138	4%
Post-Secondary Ed	173	7%	258	5%	277	7%
Self-Initiated Ed	281	11%	355	7%	418	11%
Job Readiness/Job Prep	1,170	46%	2,281	48%	1,566	41%
Job Skills Training	283	11%	419	9%	419	11%
Individual Job Search	910	36%	1,492	31%	1,193	31%
Group Job Search/JSST	796	32%	1,684	35%	1,088	28%
Self-Initiated Training	248	10%	487	10%	493	13%
Life Skills	895	35%	2,016	42%	1,416	37%
OJT	30	1%	29	1%	25	1%
Job Placement/Entered Emp	815	32%	1,018	21%	961	25%
Average Number of Participants for All Components	590		1,089		866	
Average Hours per Component						
Assessment	10		10		10	
High School	298		777		381	
GED	193		211		189	
Basic/Remedial Ed	176		220		199	
Post-Secondary Ed	398		365		331	
Self-Initiated Ed	437		378		367	
Job Readiness/Job Prep	29		28		34	
Job Skills Training	258		292		257	
Individual Job Search	96		96		107	
Group Job Search/JSST	24		28		28	
Self-Initiated Training	420		395		398	
Life Skills	28		24		25	
OJT	312		257		282	
Job Placement/Entered Emp	234		238		265	
Average Hours for All Components	208		237		205	

Tab4.Tot Time by Cohort-11/8/93-12:28 PM

	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total Cohort All Cohoall Coho Oct-De	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
For All Participants	4,785	100%	5,330	100%	5,920	100%	27,184	100%
(Includes incomplete JOBS spell for persons still enrolled)								
Total Person-months in JOBS	29,417		25,370		22,735		156,913	
Mean Number of Months in JOBS	6		5		4		6	
Percent of Months in Components	24,262	82%	21,907	86%	20,714	91%	122,865	78%
Percent of Months in Holding	5,155	18%	3,463	14%	2,021	9%	34,048	22%
Total hours by Component	1,554,834	100%	1,291,390	100%	1,238,764	100%	7,339,024	100%
Assessment	41,691	3%	48,235	4%	50,542	4%	250,180	3%
High School	32,281	2%	21,077	2%	7,658	1%	109,270	1%
GED	65,139	4%	56,053	4%	51,680	4%	303,753	4%
Basic/Remedial Ed	26,944	2%	19,401	2%	15,600	1%	140,500	2%
Post-Secondary Ed	139,721	9%	72,999	6%	67,724	5%	535,289	7%
Self-Initiated Ed	230,464	15%	141,031	11%	153,551	12%	935,461	13%
Job Readiness/Job Prep	54,955	4%	60,733	5%	64,381	5%	331,807	5%
Job Skills Training	175,173	11%	106,530	8%	106,236	9%	690,749	9%
Individual Job Search	174,809	11%	206,845	16%	199,207	16%	939,432	13%
Group Job Search/JSST	33,721	2%	45,938	4%	49,253	4%	225,444	3%
Self-Initiated Training	228,602	15%	200,918	16%	166,961	13%	1,089,034	15%
Life Skills	36,386	2%	45,199	4%	48,608	4%	238,011	3%
OJT	7,996	1%	7,984	1%	7,430	1%	47,275	1%
Job Placement/Entered Emp	306,952	20%	258,447	20%	249,933	20%	1,502,819	20%
Total People by Component	4,785		5,330		5,920		27,184	
Assessment	4,781	100%	5,330	100%	5,918	100%	27,020	99%
High School	65	1%	39	1%	28	0%	230	1%
GED	348	7%	330	6%	395	7%	1,733	6%
Basic/Remedial Ed	164	3%	140	3%	126	2%	820	3%
Post-Secondary Ed	412	9%	253	5%	295	5%	1,668	6%
Self-Initiated Ed	638	13%	462	9%	551	9%	2,705	10%
Job Readiness/Job Prep	1,699	36%	2,117	40%	2,232	38%	11,065	41%
Job Skills Training	699	15%	518	10%	564	10%	2,902	11%
Individual Job Search	1,351	28%	1,603	30%	1,626	27%	8,175	30%
Group Job Search/JSST	1,132	24%	1,585	30%	1,622	27%	7,907	29%
Self-Initiated Training	585	12%	553	10%	547	9%	2,913	11%
Life Skills	1,437	30%	1,943	36%	2,028	34%	9,735	36%
OJT	33	1%	40	1%	39	1%	196	1%
Job Placement/Entered Emp	1,209	25%	1,066	20%	1,124	19%	6,193	23%
Average Number of Participants for All Components	1,040		1,141		1,221		5,947	
Average Hours per Component								
Assessment	9		9		9		9	
High School	497		540		274		475	
GED	187		170		131		175	
Basic/Remedial Ed	164		139		124		171	
Post-Secondary Ed	339		289		230		321	
Self-Initiated Ed	361		305		279		346	
Job Readiness/Job Prep	32		29		29		30	
Job Skills Training	251		206		188		238	
Individual Job Search	129		129		123		115	
Group Job Search/JSST	30		29		30		29	
Self-Initiated Training	391		363		305		374	
Life Skills	25		23		24		24	
OJT	242		200		191		241	
Job Placement/Entered Emp	254		242		222		243	
Average Hours for All Components	208		191		154		199	

Total Time in JOBS Program
Service Level 2
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Persons No Longer Enrolled	7,557	100%	4,058	100%	2,546	100%
(After August 31, 1992)						
Total Person-months in JOBS	64,589		29,735		16,119	
Mean Number of Months in JOBS	9		7		6	
Percent of Months in Components	48,538	75%	21,830	73%	12,832	80%
Percent of Months in Holding	16,051	25%	7,905	27%	3,317	21%
Total hours by Component	2,130,654	100%	960,211	100%	707,634	100%
Assessment	59,753	3%	40,379	4%	22,307	3%
High School	141,232	7%	193,822	20%	257,850	36%
GED	516,988	24%	229,178	24%	124,204	18%
Basic/Remedial Ed	166,979	8%	41,942	4%	24,480	3%
Post-Secondary Ed	86,358	4%	30,738	3%	15,538	2%
Self-Initiated Ed	89,138	4%	35,913	4%	23,820	3%
Job Readiness/Job Prep	41,613	2%	12,150	1%	6,131	1%
Job Skills Training	211,315	10%	57,885	6%	36,912	5%
Individual Job Search	99,971	5%	33,897	4%	17,250	2%
Group Job Search/JSST	15,677	1%	4,353	0%	1,908	0%
Self-Initiated Training	141,113	7%	70,675	7%	47,156	7%
Life Skills	60,785	3%	30,682	3%	20,318	3%
OJT	28,515	1%	5,125	1%	3,640	1%
Job Placement/Entered Emp	471,217	22%	173,472	18%	106,120	15%
Average Hours per Completer	282		237		278	
Total Participants by Component	7,557		4,058		2,546	
Assessment	7,051	93%	4,057	100%	2,546	100%
High School	309	4%	265	7%	368	14%
GED	2,625	35%	1,329	33%	816	32%
Basic/Remedial Ed	928	12%	282	7%	172	7%
Post-Secondary Ed	284	4%	101	2%	57	2%
Self-Initiated Ed	317	4%	131	3%	93	4%
Job Readiness/Job Prep	863	11%	379	9%	177	7%
Job Skills Training	842	11%	274	7%	189	7%
Individual Job Search	1,064	14%	360	9%	178	7%
Group Job Search/JSST	386	5%	126	3%	63	2%
Self-Initiated Training	472	6%	232	6%	155	6%
Life Skills	1,791	24%	952	23%	565	22%
OJT	87	1%	28	1%	20	1%
Job Placement/Entered Emp	1,925	25%	689	17%	417	16%
Average Participants for All Components	1,353		658		415	
Average Hours by Component						
Assessment	8		10		9	
High School	457		731		701	
GED	197		172		152	
Basic/Remedial Ed	180		149		142	
Post-Secondary Ed	304		304		273	
Self-Initiated Ed	281		274		256	
Job Readiness/Job Prep	48		32		35	
Job Skills Training	251		211		195	
Individual Job Search	94		94		97	
Group Job Search/JSST	41		35		30	
Self-Initiated Training	299		305		304	
Life Skills	34		32		36	
OJT	328		183		182	
Job Placement/Entered Emp	245		252		254	
Average Hours for All Components	198		199		190	

	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total Cohort All Coho All Coho Oct-De	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Persons No Longer Enrolled	2,646	100%	2,175	100%	2,573	100%	21,555	100%
(After August 31, 1992)								
Total Person-months in JOBS	14,517		9,520		7,989		132,949	
Mean Number of Months in JOBS	5		4		3		6	
Percent of Months in Components	12,281	85%	8,398	88%	7,347	92%	102,828	77%
Percent of Months in Holding	2,236	15%	1,122	12%	642	8%	30,151	23%
Total hours by Component	677,180	100%	363,850	100%	280,680	100%	4,756,359	100%
Assessment	21,674	3%	18,757	5%	19,925	7%	164,038	3%
High School	230,870	34%	69,469	19%	38,922	14%	862,696	18%
GED	144,002	21%	94,789	26%	63,432	23%	1,077,804	23%
Basic/Remedial Ed	16,641	2%	13,523	4%	11,452	4%	261,494	5%
Post-Secondary Ed	12,293	2%	3,569	1%	2,607	1%	147,534	3%
Self-Initiated Ed	20,010	3%	10,093	3%	9,310	3%	178,191	4%
Job Readiness/Job Prep	8,315	1%	5,012	1%	2,806	1%	71,015	1%
Job Skills Training	33,161	5%	13,363	4%	9,371	3%	348,644	7%
Individual Job Search	17,544	3%	11,669	3%	9,516	3%	178,178	4%
Group Job Search/JSST	2,132	0%	2,137	1%	1,725	1%	25,795	1%
Self-Initiated Training	53,708	8%	34,015	9%	23,765	8%	336,417	7%
Life Skills	16,343	2%	16,781	5%	17,088	6%	145,216	3%
OJT	5,108	1%	1,832	1%	2,079	1%	44,467	1%
Job Placement/Entered Emp	95,379	14%	68,841	19%	68,682	24%	914,870	19%
Average Hours per Completer	256		167		109		221	
Total Participants by Component	2,646		2,175		2,573		21,555	
Assessment	2,645	100%	2,174	100%	2,572	100%	18,871	88%
High School	442	17%	193	9%	112	4%	1,496	7%
GED	958	36%	767	35%	726	28%	6,454	30%
Basic/Remedial Ed	142	5%	116	5%	130	5%	1,654	8%
Post-Secondary Ed	52	2%	18	1%	21	1%	515	2%
Self-Initiated Ed	81	3%	59	3%	52	2%	674	3%
Job Readiness/Job Prep	178	7%	138	6%	122	5%	1,719	8%
Job Skills Training	170	6%	94	4%	93	4%	1,568	7%
Individual Job Search	170	6%	141	6%	121	5%	1,893	9%
Group Job Search/JSST	63	2%	67	3%	53	2%	691	3%
Self-Initiated Training	177	7%	141	6%	130	5%	1,166	5%
Life Skills	476	18%	522	24%	484	19%	4,268	20%
OJT	19	1%	8	0%	11	0%	165	1%
Job Placement/Entered Emp	405	15%	269	12%	293	11%	3,729	17%
Average Participants for All Components	427		336		351		3,205	
Average Hours by Component								
Assessment	8		9		8		9	
High School	522		360		348		577	
GED	150		124		87		167	
Basic/Remedial Ed	117		117		88		158	
Post-Secondary Ed	236		198		124		286	
Self-Initiated Ed	247		171		179		264	
Job Readiness/Job Prep	47		36		23		41	
Job Skills Training	195		142		101		222	
Individual Job Search	103		83		79		94	
Group Job Search/JSST	34		32		33		37	
Self-Initiated Training	303		241		183		289	
Life Skills	34		32		35		34	
OJT	269		229		189		269	
Job Placement/Entered Emp	236		256		234		245	
Average Hours for All Components	179		145		122		192	

Total Time in JOBS Program
Service Level 2
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
For Persons Still Enrolled on August 31, 1992	1,541	100%	775	100%	534	100%
(Includes incomplete JOBS spell for persons still enrolled)						
Total Person-months in JOBS	32,604		14,844		8,622	
Mean Number of Months in JOBS	21		19		16	
Percent of Months in Components	22,938	70%	10,422	70%	6,495	75%
Percent of Months in Holding	9,666	30%	4,422	30%	2,127	25%
Total hours by Component	1,188,860	100%	552,263	100%	391,850	100%
Assessment	24,670	2%	13,704	2%	8,216	2%
High School	43,805	4%	48,064	9%	52,121	13%
GED	436,433	37%	196,507	36%	122,044	31%
Basic/Remedial Ed	179,572	15%	49,726	9%	33,406	9%
Post-Secondary Ed	88,167	7%	36,509	7%	21,526	5%
Self-Initiated Ed	54,750	5%	36,501	7%	20,621	5%
Job Readiness/Job Prep	23,917	2%	7,234	1%	5,682	1%
Job Skills Training	118,016	10%	45,049	8%	44,361	11%
Individual Job Search	37,780	3%	20,418	4%	10,250	3%
Group Job Search/JSST	6,167	1%	2,069	0%	1,344	0%
Self-Initiated Training	55,694	5%	40,753	7%	36,526	9%
Life Skills	31,773	3%	16,465	3%	10,214	3%
OJT	11,323	1%	4,205	1%	4,597	1%
Job Placement/Entered Emp	76,793	6%	35,059	6%	20,942	5%
Total Participants by Component	1,541		775		534	
Assessment	1,522	99%	775	100%	534	100%
High School	100	6%	66	9%	79	15%
GED	1,015	66%	505	65%	337	63%
Basic/Remedial Ed	433	28%	158	20%	97	18%
Post-Secondary Ed	193	13%	86	11%	61	11%
Self-Initiated Ed	146	9%	89	11%	46	9%
Job Readiness/Job Prep	337	22%	158	20%	85	16%
Job Skills Training	370	24%	147	19%	127	24%
Individual Job Search	310	20%	167	22%	86	16%
Group Job Search/JSST	134	9%	49	6%	35	7%
Self-Initiated Training	146	9%	94	12%	89	17%
Life Skills	725	47%	413	53%	215	40%
OJT	28	2%	8	1%	11	2%
Job Placement/Entered Emp	347	23%	162	21%	103	19%
Average Participants for All Components	415		206		136	
Average Hours by Component						
Assessment	16		18		15	
High School	438		728		660	
GED	430		389		362	
Basic/Remedial Ed	415		315		344	
Post-Secondary Ed	457		425		353	
Self-Initiated Ed	375		410		448	
Job Readiness/Job Prep	71		46		67	
Job Skills Training	319		306		349	
Individual Job Search	122		122		119	
Group Job Search/JSST	46		42		38	
Self-Initiated Training	381		434		410	
Life Skills	44		40		48	
OJT	404		526		418	
Job Placement/Entered Emp	221		216		203	
Average Hours for All Components	4		4		4	

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	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total Cohort All CohoAll Coho Oct-De	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
For Persons Still Enrolled on August 31, 1992	759	100%	769	100%	1,259	100%	5,637	100%
(Includes incomplete JOBS spell for persons still enrolled)								
Total Person-months in JOBS	9,781		7,699		8,644		82,194	
Mean Number of Months in JOBS	13		10		7		15	
Percent of Months in Components	7,697	79%	6,623	86%	7,683	89%	61,858	75%
Percent of Months in Holding	2,084	21%	1,076	14%	961	11%	20,336	25%
Total hours by Component	480,454	100%	390,717	100%	427,067	100%	3,431,211	100%
Assessment	9,662	2%	9,558	2%	13,925	3%	79,735	2%
High School	104,004	22%	67,900	17%	62,543	15%	378,437	11%
GED	137,561	29%	140,222	36%	148,937	35%	1,181,704	34%
Basic/Remedial Ed	25,642	5%	20,186	5%	30,378	7%	338,910	10%
Post-Secondary Ed	20,765	4%	10,315	3%	7,030	2%	184,312	5%
Self-Initiated Ed	26,668	6%	13,276	3%	15,822	4%	167,638	5%
Job Readiness/Job Prep	4,889	1%	4,632	1%	5,449	1%	51,803	2%
Job Skills Training	45,614	9%	27,601	7%	31,330	7%	311,971	9%
Individual Job Search	11,718	2%	9,088	2%	11,572	3%	100,826	3%
Group Job Search/JSST	996	0%	763	0%	1,500	0%	12,839	0%
Self-Initiated Training	50,651	11%	45,987	12%	39,932	9%	269,543	8%
Life Skills	9,325	2%	14,535	4%	19,944	5%	102,256	3%
OJT	2,755	1%	2,128	1%	4,434	1%	29,442	1%
Job Placement/Entered Emp	30,204	6%	24,526	6%	34,271	8%	221,795	6%
Total Participants by Component	759		769		1,259		5,637	
Assessment	759	100%	769	100%	1,258	100%	5,617	100%
High School	137	18%	94	12%	119	9%	595	11%
GED	453	60%	519	67%	759	60%	3,588	64%
Basic/Remedial Ed	99	13%	103	13%	165	13%	1,055	19%
Post-Secondary Ed	65	9%	43	6%	44	3%	492	9%
Self-Initiated Ed	73	10%	45	6%	64	5%	463	8%
Job Readiness/Job Prep	99	13%	88	11%	125	10%	892	16%
Job Skills Training	139	18%	122	16%	175	14%	1,080	19%
Individual Job Search	106	14%	89	12%	117	9%	875	16%
Group Job Search/JSST	29	4%	27	4%	37	3%	311	6%
Self-Initiated Training	108	14%	101	13%	132	10%	670	12%
Life Skills	247	33%	322	42%	489	39%	2,411	43%
OJT	11	1%	11	1%	18	1%	87	2%
Job Placement/Entered Emp	144	19%	125	16%	168	13%	1,049	19%
Average Participants for All Components	176		176		262		1,370	
Average Hours by Component								
Assessment	13		12		11		14	
High School	759		722		526		636	
GED	304		270		196		329	
Basic/Remedial Ed	259		196		184		321	
Post-Secondary Ed	319		240		160		375	
Self-Initiated Ed	365		295		247		362	
Job Readiness/Job Prep	49		53		44		58	
Job Skills Training	328		226		179		289	
Individual Job Search	111		102		99		115	
Group Job Search/JSST	34		28		41		41	
Self-Initiated Training	469		455		303		402	
Life Skills	38		45		41		42	
OJT	250		193		246		338	
Job Placement/Entered Emp	210		196		204		211	
Average Hours for All Components	251		217		177		253	

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Total Time in JOBS Program
Service Level 2
Statewide

	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
For All Participants	9,098	100%	4,833	100%	3,080	100%
(Includes incomplete JOBS spell for persons still enrolled)						
Total Person-months in JOBS	97,193		44,579		24,741	
Mean Number of Months in JOBS	11		9		8	
Percent of Months in Components	71,476	74%	32,252	72%	19,327	78%
Percent of Months in Holding	25,717	26%	12,327	28%	5,444	22%
Total hours by Component	3,319,514	100%	1,512,474	100%	1,099,484	100%
Assessment	84,423	3%	54,083	4%	30,523	3%
High School	185,037	6%	241,886	16%	309,971	28%
GED	953,421	29%	425,685	28%	246,248	22%
Basic/Remedial Ed	346,551	10%	91,668	6%	57,886	5%
Post-Secondary Ed	174,525	5%	67,247	4%	37,064	3%
Self-Initiated Ed	143,888	4%	72,414	5%	44,441	4%
Job Readiness/Job Prep	65,530	2%	19,384	1%	11,813	1%
Job Skills Training	329,331	10%	102,934	7%	81,273	7%
Individual Job Search	137,751	4%	54,315	4%	27,500	3%
Group Job Search/JSST	21,844	1%	6,422	0%	3,252	0%
Self-Initiated Training	196,807	6%	111,428	7%	83,682	8%
Life Skills	92,558	3%	47,147	3%	30,532	3%
OJT	39,838	1%	9,330	1%	8,237	1%
Job Placement/Entered Emp	548,010	17%	208,531	14%	127,062	12%
Total Participants by Component	9,098		4,833		3,080	
Assessment	8,573	94%	4,832	100%	3,080	100%
High School	409	4%	331	7%	447	15%
GED	3,640	40%	1,834	38%	1,153	37%
Basic/Remedial Ed	1,361	15%	440	9%	269	9%
Post-Secondary Ed	477	5%	187	4%	118	4%
Self-Initiated Ed	463	5%	220	5%	139	5%
Job Readiness/Job Prep	1,200	13%	537	11%	262	9%
Job Skills Training	1,212	13%	421	9%	316	10%
Individual Job Search	1,374	15%	527	11%	264	9%
Group Job Search/JSST	520	6%	175	4%	98	3%
Self-Initiated Training	618	7%	326	7%	244	8%
Life Skills	2,516	28%	1,365	28%	780	25%
OJT	115	1%	36	1%	31	1%
Job Placement/Entered Emp	2,272	25%	851	18%	520	17%
Average Participants for All Components	1,768		863		552	
Average Hours by Component						
Assessment	10		11		10	
High School	452		731		693	
GED	262		232		214	
Basic/Remedial Ed	255		208		215	
Post-Secondary Ed	366		360		314	
Self-Initiated Ed	311		329		320	
Job Readiness/Job Prep	55		36		45	
Job Skills Training	272		244		257	
Individual Job Search	100		103		104	
Group Job Search/JSST	42		37		33	
Self-Initiated Training	318		342		343	
Life Skills	37		35		39	
OJT	346		259		266	
Job Placement/Entered Emp	241		245		244	
Average Hours for All Components	219		227		221	

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Tab4.Tot Time by Cohort-11/8/93-12:31 PM

	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total Cohort All CohoAll Coho Oct-De	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
For All Participants	3,405	100%	2,944	100%	3,832	100%	27,192	100%
(Includes incomplete JOBS spell for persons still enrolled)								
Total Person-months in JOBS	24,298		17,219		16,633		224,663	
Mean Number of Months in JOBS	7		6		4		8	
Percent of Months in Components	19,978	82%	15,021	87%	15,030	90%	173,084	77%
Percent of Months in Holding	4,320	18%	2,198	13%	1,603	10%	51,609	23%
Total hours by Component	1,157,634	100%	754,567	100%	707,747	100%	8,551,420	100%
Assessment	31,336	3%	28,315	4%	33,850	5%	262,530	3%
High School	334,874	29%	137,369	18%	101,465	14%	1,310,602	15%
GED	281,563	24%	235,011	31%	212,369	30%	2,354,297	28%
Basic/Remedial Ed	42,283	4%	33,709	4%	41,830	6%	613,927	7%
Post-Secondary Ed	33,058	3%	13,884	2%	9,637	1%	335,415	4%
Self-Initiated Ed	46,678	4%	23,369	3%	25,132	4%	355,922	4%
Job Readiness/Job Prep	13,204	1%	9,644	1%	8,255	1%	127,830	1%
Job Skills Training	78,775	7%	40,964	5%	40,701	6%	673,978	8%
Individual Job Search	29,262	3%	20,757	3%	21,088	3%	290,673	3%
Group Job Search/JSST	3,128	0%	2,900	0%	3,225	0%	40,771	0%
Self-Initiated Training	104,359	9%	80,002	11%	63,697	9%	639,975	7%
Life Skills	25,668	2%	31,316	4%	37,032	5%	264,253	3%
OJT	7,863	1%	3,960	1%	6,513	1%	75,741	1%
Job Placement/Entered Emp	125,583	11%	93,367	12%	102,953	15%	1,205,506	14%
Total Participants by Component	3,405		2,944		3,832		27,192	
Assessment	3,404	100%	2,943	100%	3,830	100%	26,662	98%
High School	579	17%	287	10%	231	6%	2,284	8%
GED	1,411	41%	1,286	44%	1,485	39%	10,809	40%
Basic/Remedial Ed	241	7%	219	7%	295	8%	2,825	10%
Post-Secondary Ed	117	3%	61	2%	65	2%	1,025	4%
Self-Initiated Ed	154	5%	104	4%	116	3%	1,196	4%
Job Readiness/Job Prep	277	8%	226	8%	247	6%	2,749	10%
Job Skills Training	309	9%	216	7%	268	7%	2,742	10%
Individual Job Search	276	8%	230	8%	238	6%	2,909	11%
Group Job Search/JSST	92	3%	94	3%	90	2%	1,069	4%
Self-Initiated Training	285	8%	242	8%	262	7%	1,977	7%
Life Skills	723	21%	844	29%	973	25%	7,201	26%
OJT	30	1%	19	1%	29	1%	260	1%
Job Placement/Entered Emp	549	16%	394	13%	461	12%	5,047	19%
Average Participants for All Components	603		512		614			
Average Hours by Component								
Assessment	9		10		9		10	
High School	578		479		439		574	
GED	200		183		143		218	
Basic/Remedial Ed	175		154		142		217	
Post-Secondary Ed	283		228		148		327	
Self-Initiated Ed	303		225		217		298	
Job Readiness/Job Prep	48		43		33		47	
Job Skills Training	255		190		152		246	
Individual Job Search	106		90		89		100	
Group Job Search/JSST	34		31		36		38	
Self-Initiated Training	366		331		243		324	
Life Skills	36		37		38		37	
OJT	262		208		225		291	
Job Placement/Entered Emp	229		237		223		239	
Average Hours for All Components	206		175		153			

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Child Care and Transportation Utilization by Cohort
Service Level 1

	Cohort 1*	Cohort 2*	Cohort 3	Cohort 4	Cohort 5	Cohort 6	
Date of Program Entry	Nov-Dec 1990	Jan-Mar 1991	April-June 1991	July-Sept 1991	Oct-Dec 1991	Jan-Mar 1992	Total All Cohorts
Total Participants in Cohort	2,522	4,784	3,843	4,785	5,330	5,920	27,184
Number of participants receiving DHS-funded child care (estimate)	429	909	2,037	2,249	2,132	2,427	9,514
Percent receiving DHS-funded child care	17%	19%	53%	47%	40%	41%	35%
Average number of children receiving DHS-funded child care per family	1.8	1.8	1.7	1.7	1.7	1.7	1.7
Of caretakers receiving child care:							
Percent funded by IVA-JOBS only	66%	70%	74%	76%	68%	54%	68%
Percent funded by IVA-CCDBG only	12%	10%	6%	2%	6%	14%	8%
Percent funded by both IVA-JOBS and IVA-CCDBG	22%	22%	20%	20%	26%	32%	24%
Number receiving transportation	1,748	3,090	2,421	3,172	3,412	3,694	17,538
Percent receiving transportation	69%	65%	63%	66%	64%	62%	65%

Child Care and Transportation Utilization by Cohort
Service Level 2

	Cohort 1*	Cohort 2*	Cohort 3	Cohort 4	Cohort 5	Cohort 6	
Date of Program Entry	Nov-Dec 1990	Jan-Mar 1991	April-June 1991	July-Sept 1991	Oct-Dec 1991	Jan-Mar 1992	Total All Cohorts
Total Participants in Cohort	9,098	4,833	3,080	3,405	2,944	3,832	27,192
Number of participants receiving DHS-funded child care (estimate)	1,729	967	955	1,464	1,236	1,456	8,430
Percent receiving DHS-funded child care	19%	20%	31%	43%	42%	38%	31%
Average number of children receiving DHS-funded child care per family	1.9	1.8	1.8	1.7	1.7	1.7	1.8
Of caretakers receiving child care:							
Percent funded by IVA-JOBS only	66%	70%	70%	72%	64%	48%	65%
Percent funded by IVA-CCDBG only	14%	6%	6%	6%	8%	24%	11%
Percent funded by both IVA-JOBS and IVA-CCDBG	20%	22%	22%	22%	28%	28%	24%
Number receiving transportation	5,296	2,608	1,756	1,941	1,789	2,117	15,508
Percent receiving transportation	58%	54%	57%	57%	61%	55%	57%

Note: This table was calculated from the JOBS sample. Estimates were developed by applying those percentages to the total persons in each cohort.
Totals may not add to 100 percent due to rounding
*Data for these cohorts is probably incomplete as it includes child care received in FY 1992 only.
Source: Child care - 1992 AE file; Transportation - JOBS data system.

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Rates of Enrollment in JTPA and ES by Cohort
Service Level 1

Date of Program Entry	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Sample	Comparison	Sample	Comparison	Sample	Comparison
Total Persons in Group	1,277	1,270	1,753	1,750	1,868	1,859
Number enrolled in JTPA-Total	209	79	331	92	356	120
Percent enrolled in JTPA-Total	16%	6%	19%	5%	19%	6%
Of persons enrolled in JTPA:						
Percent enrolled in Education	20%	24%	22%	20%	26%	28%
Percent enrolled in Training	48%	46%	52%	40%	58%	40%
Percent enrolled in Other	66%	74%	68%	68%	70%	64%
Number Enrolled in ES	859	581	971	718	1004	722
Percent Enrolled in ES	67%	46%	55%	41%	54%	39%

Date of Program Entry	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total All Cohorts	
	Sample	Comparison	Sample	Comparison	Sample	Comparison	Sample	Comparison
Total Persons in Group	1,985	1,973	2,157	2,141	2,056	2,039	11,096	11,032
Number enrolled in JTPA-Total	319	125	294	128	283	113	1,792	657
Percent enrolled in JTPA-Total	16%	6%	14%	6%	14%	6%	16%	6%
Of persons enrolled in JTPA:								
Percent enrolled in Education	26%	22%	24%	26%	26%	24%	24%	24%
Percent enrolled in Training	64%	54%	66%	44%	62%	54%	58%	46%
Percent enrolled in Other	66%	62%	64%	60%	60%	54%	66%	64%
Number Enrolled in ES	1074	809	1136	889	1097	865	6,141	4,584
Percent Enrolled in ES	54%	41%	53%	42%	53%	42%	55%	42%

Source: These tables were calculated from JTPA and ES program data.

Rates of Enrollment in JTPA and ES by Cohort
Service Level 2

Date of Program Entry	Cohort 1 Nov-Dec 1990		Cohort 2 Jan-Mar 1991		Cohort 3 April-June 1991	
	Sample	Comparison	Sample	Comparison	Sample	Comparison
Total Persons in Group	1,943	1,937	1,601	1,599	1,496	1,495
Number enrolled in JTPA-Total	411	116	341	95	313	79
Percent enrolled in JTPA-Total	22%	6%	22%	6%	20%	5%
Of persons enrolled in JTPA:						
Percent enrolled in Education	60%	62%	58%	52%	62%	54%
Percent enrolled in Training	34%	24%	36%	32%	38%	40%
Percent enrolled in Other	50%	60%	50%	46%	48%	60%
Number Enrolled in ES	657	590	572	464	502	401
Percent Enrolled in ES	34%	30%	36%	29%	34%	27%

Date of Program Entry	Cohort 4 July-Sept 1991		Cohort 5 Oct-Dec 1991		Cohort 6 Jan-Mar 1992		Total All Cohorts	
	Sample	Comparison	Sample	Comparison	Sample	Comparison	Sample	Comparison
Total Persons in Group	1,288	1,283	1,183	1,176	1,247	1,241	8,758	8,731
Number enrolled in JTPA-Total	249	90	229	75	186	77	1,729	532
Percent enrolled in JTPA-Total	20%	7%	20%	6%	14%	6%	20%	6%
Of persons enrolled in JTPA:								
Percent enrolled in Education	62%	64%	70%	54%	68%	62%	63%	58%
Percent enrolled in Training	38%	36%	34%	38%	32%	36%	35%	34%
Percent enrolled in Other	44%	38%	37%	46%	32%	42%	44%	49%
Number Enrolled in ES	421	314	345	297	371	331	2,868	2,397
Percent Enrolled in ES	33%	24%	29%	25%	30%	27%	33%	27%

Source: These tables were calculated from JTPA and ES program data.

Key Characteristics of JOBS Participants
Angelina County

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		328	100%	312	100%	520	100%
AFDC-Basic	Adults	309	94%	291	93%	488	94%
	Children	15	5%	8	3%	15	3%
AFDC-UP	Adults	4	1%	13	4%	17	3%
	Children	0	0%	0	0%	0	0%
Gender							
	Female	308	94%	291	93%	487	94%
	Male	20	6%	21	7%	33	6%
Race/Ethnicity							
	Black	183	56%	171	55%	283	54%
	Hispanic	14	4%	11	4%	23	4%
	White/Other	131	40%	130	42%	214	41%
Original Service Level							
	1	118	36%	194	62%	270	52%
	2	193	59%	108	35%	227	44%
	3	10	3%	8	3%	15	3%
	Other	7	2%	2	1%	8	2%
Target Group							
	Rcvd AFDC >36 of 60 mos.	137	42%	100	32%	180	35%
	No H.S. or Work History	64	20%	58	19%	102	20%
	Youngest Child w/in 2 years	15	5%	8	3%	18	3%
	Other Target Group	13	4%	12	4%	25	5%
	Not in Target Group	87	27%	125	40%	177	34%
	Target Group Unknown	12	4%	9	3%	18	3%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

Angelina County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	39	100%	43	100%	52	100%
Assessment	39	100%	27	63%	32	62%
High School	1	3%	1	2%	0	0%
GED	1	3%	5	12%	2	4%
Basic/Remedial Ed	1	3%	3	7%	2	4%
Post-Secondary Ed	0	0%	2	5%	3	6%
Self-Initiated Ed	0	0%	1	2%	6	12%
Job Readiness/Job Prep	4	10%	21	49%	13	25%
Job Skills Training	1	3%	1	2%	0	0%
Individual Job Search	4	10%	18	42%	10	19%
Group Job Search/JSST	2	5%	20	47%	13	25%
Self-Initiated Training	0	0%	1	2%	2	4%
Life Skills	6	15%	23	53%	5	10%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	4	10%	9	21%	12	23%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	59	100%	67	100%	83	100%
Assessment	37	63%	44	66%	56	67%
High School	0	0%	0	0%	0	0%
GED	6	10%	4	6%	4	5%
Basic/Remedial Ed	3	5%	4	6%	4	5%
Post-Secondary Ed	3	5%	1	1%	3	4%
Self-Initiated Ed	8	14%	8	12%	18	22%
Job Readiness/Job Prep	9	15%	16	24%	26	31%
Job Skills Training	3	5%	1	1%	1	1%
Individual Job Search	19	32%	29	43%	29	35%
Group Job Search/JSST	8	14%	17	25%	27	33%
Self-Initiated Training	0	0%	5	7%	8	10%
Life Skills	16	27%	21	31%	24	29%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	10	17%	13	19%	13	16%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	111	100%	67	100%	254	100%
Assessment	77	69%	38	57%	254	100%
High School	0	0%	0	0%	1	0%
GED	10	9%	5	7%	22	9%
Basic/Remedial Ed	2	2%	3	4%	12	5%
Post-Secondary Ed	1	1%	1	1%	6	2%
Self-Initiated Ed	21	19%	12	18%	33	13%
Job Readiness/Job Prep	16	14%	6	9%	109	43%
Job Skills Training	4	4%	4	6%	9	4%
Individual Job Search	32	29%	20	30%	105	41%
Group Job Search/JSST	16	14%	6	9%	106	42%
Self-Initiated Training	8	7%	11	16%	16	6%
Life Skills	15	14%	8	12%	115	45%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	29	26%	19	28%	77	30%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

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Angelina County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	103	100%	111	100%	107	100%
Assessment	103	100%	99	89%	85	79%
High School	1	1%	5	5%	8	7%
GED	32	31%	42	38%	50	47%
Basic/Remedial Ed	3	3%	4	4%	5	5%
Post-Secondary Ed	1	1%	1	1%	1	1%
Self-Initiated Ed	2	2%	8	7%	10	9%
Job Readiness/Job Prep	3	3%	3	3%	0	0%
Job Skills Training	19	18%	5	5%	2	2%
Individual Job Search	5	5%	12	11%	2	2%
Group Job Search/JSST	2	2%	5	5%	0	0%
Self-Initiated Training	0	0%	6	5%	5	5%
Life Skills	3	3%	5	5%	13	12%
OJT	0	0%	0	0%	1	1%
Job Placement/Entered Emp	11	11%	13	12%	12	11%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	82	100%	67	100%	64	100%
Assessment	62	76%	50	75%	52	81%
High School	6	7%	6	9%	3	5%
GED	39	48%	31	46%	29	45%
Basic/Remedial Ed	2	2%	3	4%	2	3%
Post-Secondary Ed	1	1%	1	1%	6	9%
Self-Initiated Ed	7	9%	6	9%	7	11%
Job Readiness/Job Prep	2	2%	1	1%	3	5%
Job Skills Training	3	4%	0	0%	1	2%
Individual Job Search	1	1%	5	7%	4	6%
Group Job Search/JSST	2	2%	1	1%	3	5%
Self-Initiated Training	0	0%	0	0%	0	0%
Life Skills	3	4%	12	18%	3	5%
OJT	1	1%	0	0%	0	0%
Job Placement/Entered Emp	15	18%	7	10%	7	11%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	54	100%	41	100%	211	100%
Assessment	41	76%	29	71%	211	100%
High School	1	2%	1	2%	11	5%
GED	26	48%	12	29%	110	52%
Basic/Remedial Ed	6	11%	4	10%	15	7%
Post-Secondary Ed	7	13%	6	15%	8	4%
Self-Initiated Ed	6	11%	4	10%	15	7%
Job Readiness/Job Prep	3	6%	0	0%	15	7%
Job Skills Training	4	7%	4	10%	24	11%
Individual Job Search	5	9%	4	10%	25	12%
Group Job Search/JSST	3	6%	0	0%	16	8%
Self-Initiated Training	1	2%	1	2%	7	3%
Life Skills	3	6%	0	0%	42	20%
OJT	0	0%	0	0%	1	0%
Job Placement/Entered Emp	15	28%	11	27%	59	28%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

Angelina County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	2,238	100%	4,603	100%	4,281	100%
Assessment	248	11%	182	4%	233	5%
High School	262	12%	45	1%	0	0%
GED	2	0%	65	1%	69	2%
Basic/Remedial Ed	131	6%	34	1%	43	1%
Post-Secondary Ed	0	0%	219	5%	261	6%
Self-Initiated Ed	0	0%	238	5%	537	13%
Job Readiness/Job Prep	80	4%	298	6%	130	3%
Job Skills Training	52	2%	15	0%	0	0%
Individual Job Search	140	6%	1,598	35%	530	12%
Group Job Search/JSST	40	2%	420	9%	260	6%
Self-Initiated Training	0	0%	140	3%	82	2%
Life Skills	120	5%	477	10%	111	3%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	1,163	52%	872	19%	2,025	47%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	5,189	100%	8,513	100%	11,115	100%
Assessment	211	4%	323	4%	485	4%
High School	0	0%	0	0%	0	0%
GED	264	5%	284	3%	477	4%
Basic/Remedial Ed	161	3%	579	7%	222	2%
Post-Secondary Ed	314	6%	236	3%	559	5%
Self-Initiated Ed	657	13%	1,347	16%	2,420	22%
Job Readiness/Job Prep	90	2%	160	2%	285	3%
Job Skills Training	357	7%	68	1%	116	1%
Individual Job Search	1,340	26%	2,355	28%	1,960	18%
Group Job Search/JSST	183	4%	321	4%	558	5%
Self-Initiated Training	0	0%	718	8%	1,723	16%
Life Skills	318	6%	425	5%	480	4%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	1,294	25%	1,697	20%	1,830	16%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	15,060	100%	8,248	100%	59,247	100%
Assessment	499	3%	137	2%	2,318	4%
High School	0	0%	0	0%	307	1%
GED	572	4%	578	7%	2,311	4%
Basic/Remedial Ed	398	3%	327	4%	1,895	3%
Post-Secondary Ed	248	2%	72	1%	1,909	3%
Self-Initiated Ed	2,949	20%	580	7%	8,728	15%
Job Readiness/Job Prep	160	1%	60	1%	1,263	2%
Job Skills Training	182	1%	759	9%	1,549	3%
Individual Job Search	2,476	16%	1,592	19%	11,991	20%
Group Job Search/JSST	313	2%	112	1%	2,207	4%
Self-Initiated Training	2,125	14%	1,186	14%	5,974	10%
Life Skills	300	2%	148	2%	2,379	4%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	4,838	32%	2,697	33%	16,416	28%

*Data included for 2 months of quarter.

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[All Hours/Comp Tables]Tab4.Hours/Comp ANG CO.-10/28/93

Angelina County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	8,602	100%	11,285	100%	12,471	100%
Assessment	506	6%	428	4%	399	3%
High School	401	5%	1,067	9%	2,266	18%
GED	2,492	29%	4,549	40%	5,438	44%
Basic/Remedial Ed	125	1%	540	5%	403	3%
Post-Secondary Ed	189	2%	120	1%	60	0%
Self-Initiated Ed	390	5%	1,022	9%	818	7%
Job Readiness/Job Prep	30	0%	30	0%	0	0%
Job Skills Training	2,451	28%	196	2%	277	2%
Individual Job Search	48	1%	647	6%	160	1%
Group Job Search/JSST	40	0%	100	1%	0	0%
Self-Initiated Training	0	0%	774	7%	239	2%
Life Skills	44	1%	107	1%	309	2%
OJT	0	0%	0	0%	18	0%
Job Placement/Entered Emp	1,886	22%	1,705	15%	2,084	17%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	10,368	100%	9,064	100%	7,622	100%
Assessment	216	2%	213	2%	206	3%
High School	1,787	17%	1,993	22%	660	9%
GED	4,227	41%	3,509	39%	3,437	45%
Basic/Remedial Ed	252	2%	377	4%	35	0%
Post-Secondary Ed	52	1%	152	2%	890	12%
Self-Initiated Ed	812	8%	1,225	14%	1,077	14%
Job Readiness/Job Prep	20	0%	20	0%	30	0%
Job Skills Training	623	6%	0	0%	77	1%
Individual Job Search	24	0%	400	4%	314	4%
Group Job Search/JSST	40	0%	20	0%	60	1%
Self-Initiated Training	0	0%	0	0%	0	0%
Life Skills	60	1%	273	3%	60	1%
OJT	184	2%	0	0%	0	0%
Job Placement/Entered Emp	2,071	20%	882	10%	776	10%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	7,398	100%	3,617	100%	70,427	100%
Assessment	158	2%	119	3%	2,245	3%
High School	385	5%	120	3%	8,679	12%
GED	2,400	32%	912	25%	26,964	38%
Basic/Remedial Ed	125	2%	74	2%	1,931	3%
Post-Secondary Ed	734	10%	123	3%	2,320	3%
Self-Initiated Ed	925	13%	260	7%	6,529	9%
Job Readiness/Job Prep	30	0%	0	0%	160	0%
Job Skills Training	198	3%	535	15%	4,357	6%
Individual Job Search	476	6%	200	6%	2,269	3%
Group Job Search/JSST	53	1%	0	0%	313	0%
Self-Initiated Training	51	1%	184	5%	1,248	2%
Life Skills	60	1%	0	0%	913	1%
OJT	0	0%	0	0%	202	0%
Job Placement/Entered Emp	1,803	24%	1,090	30%	12,297	17%

*Data included for 2 months of quarter.

Key Characteristics of JOBS Participants
Bexar County

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		4,031	100%	6,267	100%	8,438	100%
AFDC-Basic	Adults	3,729	93%	5,852	93%	7,948	94%
	Children	270	7%	353	6%	406	5%
AFDC-UP	Adults	30	1%	58	1%	80	1%
	Children	2	0%	4	0%	4	0%
Gender							
	Female	3,799	94%	5,851	93%	7,948	94%
	Male	232	6%	416	7%	490	6%
Race/Ethnicity							
	Black	607	15%	904	14%	1,212	14%
	Hispanic	3,009	75%	4,636	74%	6,270	74%
	White/Other	415	10%	727	12%	956	11%
Original Service Level							
	1	1,579	39%	3,040	49%	4,024	48%
	2	2,222	55%	2,894	46%	3,944	47%
	3	152	4%	176	3%	282	3%
	Other	78	2%	157	3%	188	2%
Target Group							
	Rcvd AFDC >36 of 60 mos.	2,402	60%	2,517	40%	3,902	46%
	No H.S. or Work History	742	18%	1,430	23%	1,814	21%
	Youngest Child w/in 2 years	133	3%	175	3%	225	3%
	Other Target Group	62	2%	124	2%	159	2%
	Not in Target Group	613	15%	1,832	29%	2,123	25%
	Target Group Unknown	79	2%	189	3%	215	3%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

[All Partic in Comp Tables]Tab4.Partic/Comp BEXAR-10/28/93

Bexar County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	150	100%	588	100%	750	100%
Assessment	150	100%	503	86%	496	66%
High School	1	1%	1	0%	0	0%
GED	5	3%	8	1%	13	2%
Basic/Remedial Ed	2	1%	4	1%	10	1%
Post-Secondary Ed	0	0%	1	0%	4	1%
Self-Initiated Ed	2	1%	6	1%	7	1%
Job Readiness/Job Prep	87	58%	340	58%	256	34%
Job Skills Training	8	5%	14	2%	17	2%
Individual Job Search	0	0%	115	20%	100	13%
Group Job Search/JSST	4	3%	234	40%	220	29%
Self-Initiated Training	5	3%	12	2%	23	3%
Life Skills	2	1%	233	40%	221	29%
OJT	0	0%	0	0%	2	0%
Job Placement/Entered Emp	10	7%	14	2%	20	3%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	760	100%	969	100%	1,408	100%
Assessment	573	75%	592	61%	1,018	72%
High School	4	1%	7	1%	9	1%
GED	29	4%	38	4%	53	4%
Basic/Remedial Ed	14	2%	20	2%	23	2%
Post-Secondary Ed	15	2%	25	3%	49	3%
Self-Initiated Ed	16	2%	77	8%	48	3%
Job Readiness/Job Prep	250	33%	212	22%	341	24%
Job Skills Training	26	3%	101	10%	186	13%
Individual Job Search	59	8%	171	18%	227	16%
Group Job Search/JSST	203	27%	228	24%	310	22%
Self-Initiated Training	56	7%	77	8%	111	8%
Life Skills	218	29%	225	23%	300	21%
OJT	0	0%	1	0%	6	0%
Job Placement/Entered Emp	51	7%	101	10%	79	6%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	1,487	100%	1,215	100%	3,956	100%
Assessment	881	59%	651	54%	3,955	100%
High School	10	1%	3	0%	18	0%
GED	70	5%	53	4%	147	4%
Basic/Remedial Ed	25	2%	14	1%	61	2%
Post-Secondary Ed	55	4%	68	6%	102	3%
Self-Initiated Ed	53	4%	76	6%	185	5%
Job Readiness/Job Prep	386	26%	145	12%	1,782	45%
Job Skills Training	254	17%	202	17%	518	13%
Individual Job Search	455	31%	319	26%	1,009	26%
Group Job Search/JSST	312	21%	104	9%	1,467	37%
Self-Initiated Training	147	10%	117	10%	286	7%
Life Skills	360	24%	153	13%	1,639	41%
OJT	3	0%	3	0%	12	0%
Job Placement/Entered Emp	164	11%	135	11%	390	10%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.

*Data included for 2 months of quarter.

Bexar County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	1,001	100%	1,035	100%	936	100%
Assessment	1,001	100%	779	75%	660	71%
High School	24	2%	26	3%	23	2%
GED	192	19%	265	26%	305	33%
Basic/Remedial Ed	66	7%	91	9%	119	13%
Post-Secondary Ed	10	1%	12	1%	18	2%
Self-Initiated Ed	17	2%	25	2%	23	2%
Job Readiness/Job Prep	32	3%	38	4%	35	4%
Job Skills Training	86	9%	90	9%	84	9%
Individual Job Search	46	5%	43	4%	53	6%
Group Job Search/JSST	12	1%	25	2%	15	2%
Self-Initiated Training	64	6%	78	8%	70	7%
Life Skills	61	6%	87	8%	105	11%
OJT	1	0%	5	0%	3	0%
Job Placement/Entered Emp	100	10%	85	8%	125	13%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	982	100%	1,098	100%	1,329	100%
Assessment	732	75%	721	66%	945	71%
High School	74	8%	102	9%	80	6%
GED	297	30%	324	30%	433	33%
Basic/Remedial Ed	121	12%	102	9%	115	9%
Post-Secondary Ed	30	3%	29	3%	31	2%
Self-Initiated Ed	14	1%	20	2%	20	2%
Job Readiness/Job Prep	41	4%	52	5%	63	5%
Job Skills Training	125	13%	102	9%	142	11%
Individual Job Search	46	5%	47	4%	53	4%
Group Job Search/JSST	13	1%	20	2%	26	2%
Self-Initiated Training	96	10%	101	9%	113	9%
Life Skills	73	7%	71	6%	103	8%
OJT	6	1%	1	0%	4	0%
Job Placement/Entered Emp	104	11%	105	10%	110	8%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	1,510	100%	1,306	100%	3,550	100%
Assessment	1,037	69%	774	59%	3,549	100%
High School	71	5%	52	4%	206	6%
GED	532	35%	425	33%	1,353	38%
Basic/Remedial Ed	127	8%	91	7%	410	12%
Post-Secondary Ed	33	2%	42	3%	77	2%
Self-Initiated Ed	18	1%	26	2%	102	3%
Job Readiness/Job Prep	76	5%	33	3%	286	8%
Job Skills Training	232	15%	210	16%	583	16%
Individual Job Search	93	6%	114	9%	344	10%
Group Job Search/JSST	26	2%	12	1%	129	4%
Self-Initiated Training	114	8%	83	6%	348	10%
Life Skills	183	12%	95	7%	707	20%
OJT	2	0%	4	0%	21	1%
Job Placement/Entered Emp	150	10%	120	9%	628	18%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.

*Data included for 2 months of quarter.

Bexar County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	8,784	100%	40,663	100%	39,290	100%
Assessment	1,292	15%	4,050	10%	3,935	10%
High School	24	0%	294	1%	0	0%
GED	421	5%	597	1%	1,797	5%
Basic/Remedial Ed	457	5%	662	2%	1,152	3%
Post-Secondary Ed	0	0%	165	0%	168	0%
Self-Initiated Ed	40	0%	479	1%	684	2%
Job Readiness/Job Prep	2,406	27%	8,331	20%	6,599	17%
Job Skills Training	1,414	16%	2,546	6%	2,415	6%
Individual Job Search	0	0%	7,148	18%	4,490	11%
Group Job Search/JSST	50	1%	6,411	16%	5,314	14%
Self-Initiated Training	475	5%	1,682	4%	3,859	10%
Life Skills	48	1%	5,912	15%	4,896	12%
OJT	0	0%	0	0%	207	1%
Job Placement/Entered Emp	2,157	25%	2,386	6%	3,774	10%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	56,757	100%	104,159	100%	140,175	100%
Assessment	3,921	7%	4,106	4%	7,907	6%
High School	919	2%	2,400	2%	2,130	2%
GED	2,412	4%	3,726	4%	5,686	4%
Basic/Remedial Ed	1,119	2%	2,442	2%	2,749	2%
Post-Secondary Ed	1,128	2%	3,021	3%	5,948	4%
Self-Initiated Ed	2,098	4%	8,734	8%	7,194	5%
Job Readiness/Job Prep	8,739	15%	7,081	7%	11,069	8%
Job Skills Training	4,362	8%	9,943	10%	22,438	16%
Individual Job Search	3,467	6%	14,736	14%	19,494	14%
Group Job Search/JSST	5,860	10%	7,829	8%	11,320	8%
Self-Initiated Training	9,550	17%	11,660	11%	21,081	15%
Life Skills	5,735	10%	5,412	5%	7,972	6%
OJT	0	0%	160	0%	840	1%
Job Placement/Entered Emp	7,447	13%	22,909	22%	14,347	10%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	185,566	100%	120,086	100%	695,480	100%
Assessment	6,197	3%	4,060	3%	35,468	5%
High School	1,830	1%	312	0%	7,909	1%
GED	6,965	4%	3,723	3%	25,327	4%
Basic/Remedial Ed	2,284	1%	1,096	1%	11,961	2%
Post-Secondary Ed	5,800	3%	4,099	3%	20,329	3%
Self-Initiated Ed	8,031	4%	7,657	6%	34,917	5%
Job Readiness/Job Prep	12,813	7%	5,348	4%	62,386	9%
Job Skills Training	30,743	17%	19,799	16%	93,660	13%
Individual Job Search	33,792	18%	27,767	23%	110,894	16%
Group Job Search/JSST	11,801	6%	4,405	4%	52,990	8%
Self-Initiated Training	26,972	15%	15,463	13%	90,742	13%
Life Skills	9,785	5%	5,595	5%	45,355	7%
OJT	549	0%	440	0%	2,196	0%
Job Placement/Entered Emp	28,004	15%	20,322	17%	101,346	15%

*Data included for 2 months of quarter.

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Bexar County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	89,546	100%	101,079	100%	114,532	100%
Assessment	5,588	6%	4,284	4%	3,316	3%
High School	2,824	3%	4,869	5%	4,382	4%
GED	19,570	22%	24,469	24%	29,879	26%
Basic/Remedial Ed	6,534	7%	8,113	8%	12,682	11%
Post-Secondary Ed	1,015	1%	1,930	2%	2,642	2%
Self-Initiated Ed	1,840	2%	3,712	4%	2,987	3%
Job Readiness/Job Prep	1,994	2%	2,879	3%	2,649	2%
Job Skills Training	12,277	14%	14,265	14%	13,982	12%
Individual Job Search	3,233	4%	3,473	3%	3,343	3%
Group Job Search/JSST	1,464	2%	1,862	2%	979	1%
Self-Initiated Training	11,891	13%	12,827	13%	10,085	9%
Life Skills	2,678	3%	3,944	4%	4,371	4%
OJT	24	0%	1,195	1%	412	0%
Job Placement/Entered Emp	18,614	21%	13,257	13%	22,823	20%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	127,308	100%	158,391	100%	168,903	100%
Assessment	3,509	3%	3,729	2%	5,907	3%
High School	15,255	12%	27,749	18%	19,954	12%
GED	28,929	23%	42,244	27%	52,179	31%
Basic/Remedial Ed	12,425	10%	12,707	8%	14,017	8%
Post-Secondary Ed	4,568	4%	5,585	4%	5,212	3%
Self-Initiated Ed	2,456	2%	2,867	2%	2,746	2%
Job Readiness/Job Prep	2,447	2%	3,421	2%	3,981	2%
Job Skills Training	16,871	13%	14,989	9%	16,355	10%
Individual Job Search	2,602	2%	3,428	2%	4,007	2%
Group Job Search/JSST	774	1%	746	0%	919	1%
Self-Initiated Training	14,502	11%	17,933	11%	21,530	13%
Life Skills	3,864	3%	3,539	2%	4,715	3%
OJT	956	1%	129	0%	792	0%
Job Placement/Entered Emp	18,150	14%	19,325	12%	16,589	10%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	197,655	100%	135,572	100%	1,092,986	100%
Assessment	6,122	3%	3,729	3%	36,184	3%
High School	18,441	9%	10,921	8%	104,395	10%
GED	60,552	31%	37,389	28%	295,211	27%
Basic/Remedial Ed	15,575	8%	10,113	7%	92,166	8%
Post-Secondary Ed	4,304	2%	2,841	2%	28,097	3%
Self-Initiated Ed	1,860	1%	2,255	2%	20,723	2%
Job Readiness/Job Prep	4,764	2%	1,592	1%	23,727	2%
Job Skills Training	23,809	12%	22,697	17%	135,245	12%
Individual Job Search	6,641	3%	8,365	6%	35,092	3%
Group Job Search/JSST	1,089	1%	598	0%	8,431	1%
Self-Initiated Training	19,761	10%	11,785	9%	120,314	11%
Life Skills	10,249	5%	5,187	4%	38,547	4%
OJT	476	0%	610	0%	4,594	0%
Job Placement/Entered Emp	24,012	12%	17,490	13%	150,260	14%

*Data included for 2 months of quarter.

Key Characteristics of JOBS Participants
Hidalgo County

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		1,912	100%	2,425	100%	3,329	100%
AFDC-Basic	Adults	1,433	75%	2,041	84%	2,777	83%
	Children	441	23%	320	13%	463	14%
AFDC-UP	Adults	36	2%	62	3%	86	3%
	Children	2	0%	2	0%	3	0%
Gender							
	Female	1,586	83%	2,169	89%	2,930	88%
	Male	326	17%	256	11%	399	12%
Race/Ethnicity							
	Black	2	0%	6	0%	6	0%
	Hispanic	1,885	99%	2,379	98%	3,269	98%
	White/Other	25	1%	40	2%	54	2%
Original Service Level							
	1	470	25%	871	36%	1,111	33%
	2	1,127	59%	1,213	50%	1,649	50%
	3	281	15%	301	12%	511	15%
	Other	34	2%	40	2%	58	2%
Target Group							
	Rcvd AFDC >36 of 60 mos.	1,241	65%	163	11%	1,767	53%
	No H.S. or Work History	184	10%	432	30%	513	15%
	Youngest Child w/in 2 years	177	9%	152	10%	226	7%
	Other Target Group	72	4%	78	5%	121	4%
	Not in Target Group	194	10%	588	40%	631	19%
	Target Group Unknown	44	2%	42	3%	71	2%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

Hidalgo County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	96	100%	189	100%	191	100%
Assessment	96	100%	145	77%	117	61%
High School	0	0%	0	0%	3	2%
GED	0	0%	5	3%	5	3%
Basic/Remedial Ed	0	0%	4	2%	4	2%
Post-Secondary Ed	0	0%	2	1%	6	3%
Self-Initiated Ed	0	0%	2	1%	5	3%
Job Readiness/Job Prep	26	27%	49	26%	63	33%
Job Skills Training	0	0%	1	1%	3	2%
Individual Job Search	9	9%	59	31%	72	38%
Group Job Search/JSST	17	18%	54	29%	59	31%
Self-Initiated Training	1	1%	9	5%	17	9%
Life Skills	21	22%	40	21%	61	32%
OJT	0	0%	1	1%	1	1%
Job Placement/Entered Emp	4	4%	18	10%	32	17%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	226	100%	366	100%	418	100%
Assessment	170	75%	308	84%	328	78%
High School	3	1%	3	1%	1	0%
GED	14	6%	14	4%	18	4%
Basic/Remedial Ed	4	2%	8	2%	6	1%
Post-Secondary Ed	6	3%	12	3%	20	5%
Self-Initiated Ed	13	6%	17	5%	32	8%
Job Readiness/Job Prep	43	19%	91	25%	112	27%
Job Skills Training	7	3%	20	5%	19	5%
Individual Job Search	47	21%	68	19%	87	21%
Group Job Search/JSST	24	11%	70	19%	63	15%
Self-Initiated Training	31	14%	34	9%	40	10%
Life Skills	21	9%	79	22%	55	13%
OJT	1	0%	3	1%	1	0%
Job Placement/Entered Emp	20	9%	55	15%	71	17%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	420	100%	242	100%	1,072	100%
Assessment	301	72%	156	64%	1,071	100%
High School	0	0%	0	0%	6	1%
GED	15	4%	8	3%	47	4%
Basic/Remedial Ed	13	3%	10	4%	26	2%
Post-Secondary Ed	21	5%	16	7%	33	3%
Self-Initiated Ed	33	8%	27	11%	61	6%
Job Readiness/Job Prep	129	31%	54	22%	403	38%
Job Skills Training	17	4%	14	6%	47	4%
Individual Job Search	126	30%	71	29%	353	33%
Group Job Search/JSST	72	17%	12	5%	343	32%
Self-Initiated Training	34	8%	28	12%	87	8%
Life Skills	81	19%	17	7%	365	34%
OJT	1	0%	1	0%	6	1%
Job Placement/Entered Emp	75	18%	35	14%	224	21%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

Hidalgo
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	304	100%	454	100%	390	100%
Assessment	304	100%	428	94%	322	83%
High School	2	1%	35	8%	50	13%
GED	56	18%	131	29%	140	36%
Basic/Remedial Ed	34	11%	37	8%	35	9%
Post-Secondary Ed	2	1%	2	0%	3	1%
Self-Initiated Ed	8	3%	8	2%	5	1%
Job Readiness/Job Prep	19	6%	22	5%	23	6%
Job Skills Training	19	6%	24	5%	26	7%
Individual Job Search	28	9%	18	4%	13	3%
Group Job Search/JSST	4	1%	7	2%	4	1%
Self-Initiated Training	8	3%	17	4%	19	5%
Life Skills	35	12%	24	5%	14	4%
OJT	3	1%	2	0%	3	1%
Job Placement/Entered Emp	21	7%	26	6%	19	5%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	410	100%	383	100%	472	100%
Assessment	340	83%	300	78%	407	86%
High School	71	17%	55	14%	23	5%
GED	134	33%	143	37%	158	33%
Basic/Remedial Ed	35	9%	29	8%	61	13%
Post-Secondary Ed	5	1%	8	2%	19	4%
Self-Initiated Ed	14	3%	9	2%	10	2%
Job Readiness/Job Prep	6	1%	13	3%	21	4%
Job Skills Training	63	15%	54	14%	52	11%
Individual Job Search	19	5%	15	4%	18	4%
Group Job Search/JSST	2	0%	4	1%	5	1%
Self-Initiated Training	27	7%	26	7%	24	5%
Life Skills	37	9%	34	9%	54	11%
OJT	1	0%	0	0%	0	0%
Job Placement/Entered Emp	29	7%	32	8%	24	5%

	April-June 1992		July-Aug* 1997		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	512	100%	463	100%	1,184	100%
Assessment	418	82%	397	86%	1,184	100%
High School	22	4%	14	3%	129	11%
GED	166	32%	111	24%	444	38%
Basic/Remedial Ed	84	16%	79	17%	183	15%
Post-Secondary Ed	17	3%	11	2%	24	2%
Self-Initiated Ed	10	2%	4	1%	34	3%
Job Readiness/Job Prep	30	6%	17	4%	102	9%
Job Skills Training	44	9%	27	6%	129	11%
Individual Job Search	33	6%	26	6%	116	10%
Group Job Search/JSST	11	2%	4	1%	37	3%
Self-Initiated Training	28	5%	27	6%	89	8%
Life Skills	58	11%	36	8%	263	22%
OJT	0	0%	0	0%	6	1%
Job Placement/Entered Emp	38	7%	28	6%	139	12%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.

*Data included for 2 months of quarter.

Hidalgo County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	2,907	100%	14,595	100%	20,118	100%
Assessment	496	17%	637	4%	610	3%
High School	0	0%	0	0%	581	3%
GED	0	0%	94	1%	583	3%
Basic/Remedial Ed	0	0%	345	2%	476	2%
Post-Secondary Ed	0	0%	225	2%	674	3%
Self-Initiated Ed	0	0%	180	1%	463	2%
Job Readiness/Job Prep	504	17%	888	6%	1,039	5%
Job Skills Training	0	0%	60	0%	94	0%
Individual Job Search	603	21%	5,112	35%	4,566	23%
Group Job Search/JSST	253	9%	992	7%	992	5%
Self-Initiated Training	24	1%	1,111	8%	3,941	20%
Life Skills	376	13%	712	5%	1,052	5%
OJT	0	0%	328	2%	80	0%
Job Placement/Entered Emp	651	22%	3,911	27%	4,967	25%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	20,145	100%	39,091	100%	49,953	100%
Assessment	771	4%	1,726	4%	1,641	3%
High School	857	4%	958	2%	48	0%
GED	1,025	5%	1,578	4%	1,442	3%
Basic/Remedial Ed	460	2%	613	2%	690	1%
Post-Secondary Ed	718	4%	1,384	4%	3,274	7%
Self-Initiated Ed	1,554	8%	3,138	8%	5,489	11%
Job Readiness/Job Prep	748	4%	2,303	6%	2,633	5%
Job Skills Training	899	4%	2,002	5%	2,333	5%
Individual Job Search	3,224	16%	5,048	13%	8,480	17%
Group Job Search/JSST	276	1%	1,256	3%	1,186	2%
Self-Initiated Training	6,849	34%	7,796	20%	9,768	20%
Life Skills	333	2%	1,369	4%	930	2%
OJT	360	2%	312	1%	360	1%
Job Placement/Entered Emp	2,071	10%	9,608	25%	11,679	23%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	53,518	100%	28,010	100%	228,337	100%
Assessment	1,464	3%	438	2%	7,783	3%
High School	0	0%	0	0%	2,444	1%
GED	1,033	2%	571	2%	6,326	3%
Basic/Remedial Ed	1,152	2%	793	3%	4,529	2%
Post-Secondary Ed	3,831	7%	2,010	7%	12,116	5%
Self-Initiated Ed	5,325	10%	3,198	11%	19,347	8%
Job Readiness/Job Prep	2,278	4%	692	2%	11,085	5%
Job Skills Training	1,650	3%	1,432	5%	8,470	4%
Individual Job Search	11,740	22%	6,524	23%	45,297	20%
Group Job Search/JSST	1,286	2%	204	1%	6,445	3%
Self-Initiated Training	10,332	19%	6,092	22%	45,913	20%
Life Skills	1,635	3%	344	1%	6,751	3%
OJT	224	0%	320	1%	1,984	1%
Job Placement/Entered Emp	11,568	22%	5,392	19%	49,847	22%

*Data included for 2 months of quarter.

Hidalgo County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	20,583	100%	42,654	100%	50,725	100%
Assessment	1,281	6%	1,672	4%	896	2%
High School	568	3%	8,975	21%	12,319	24%
GED	2,553	12%	11,673	27%	18,653	37%
Basic/Remedial Ed	2,484	12%	4,443	10%	4,191	8%
Post-Secondary Ed	78	0%	198	0%	228	0%
Self-Initiated Ed	2,190	11%	2,098	5%	1,466	3%
Job Readiness/Job Prep	1,499	7%	1,125	3%	832	2%
Job Skills Training	1,501	7%	2,026	5%	2,957	6%
Individual Job Search	1,759	9%	991	2%	1,012	2%
Group Job Search/JSST	160	1%	250	1%	72	0%
Self-Initiated Training	1,645	8%	3,423	8%	4,495	9%
Life Skills	852	4%	995	2%	247	0%
OJT	825	4%	813	2%	168	0%
Job Placement/Entered Emp	3,188	15%	3,972	9%	3,189	6%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	57,472	100%	70,187	100%	60,410	100%
Assessment	1,050	2%	954	1%	1,724	3%
High School	17,191	30%	20,772	30%	4,982	8%
GED	14,038	24%	15,849	23%	16,315	27%
Basic/Remedial Ed	3,223	6%	3,204	5%	6,920	11%
Post-Secondary Ed	307	1%	1,401	2%	3,831	6%
Self-Initiated Ed	2,324	4%	2,154	3%	2,161	4%
Job Readiness/Job Prep	223	0%	705	1%	1,160	2%
Job Skills Training	7,386	13%	9,076	13%	8,705	14%
Individual Job Search	503	1%	1,413	2%	2,076	3%
Group Job Search/JSST	24	0%	64	0%	72	0%
Self-Initiated Training	5,431	9%	7,055	10%	6,841	11%
Life Skills	822	1%	1,144	2%	1,873	3%
OJT	129	0%	0	0%	0	0%
Job Placement/Entered Emp	4,821	8%	6,396	9%	3,750	6%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	64,865	100%	41,808	100%	408,704	100%
Assessment	1,477	2%	1,110	3%	10,164	2%
High School	5,845	9%	2,720	7%	73,372	18%
GED	16,406	25%	8,996	22%	104,483	26%
Basic/Remedial Ed	9,793	15%	8,147	19%	42,405	10%
Post-Secondary Ed	3,815	6%	2,246	5%	12,104	3%
Self-Initiated Ed	1,680	3%	642	2%	14,715	4%
Job Readiness/Job Prep	1,495	2%	1,019	2%	8,058	2%
Job Skills Training	7,696	12%	2,976	7%	42,323	10%
Individual Job Search	3,037	5%	2,463	6%	13,254	3%
Group Job Search/JSST	228	0%	48	0%	918	0%
Self-Initiated Training	5,779	9%	6,057	14%	40,726	10%
Life Skills	2,158	3%	1,314	3%	9,405	2%
OJT	0	0%	0	0%	1,935	0%
Job Placement/Entered Emp	5,456	8%	4,070	10%	34,842	9%

*Data included for 2 months of quarter.

Key Characteristics of JOBS Participants
Nacogdoches County

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		320	100%	289	100%	500	100%
AFDC-Basic	Adults	307	96%	266	92%	468	94%
	Children	8	3%	6	2%	10	2%
AFDC-UP	Adults	5	2%	17	6%	22	4%
	Children	0	0%	0	0%	0	0%
Gender							
	Female	309	97%	268	93%	470	94%
	Male	11	3%	21	7%	30	6%
Race/Ethnicity							
	Black	208	65%	168	58%	302	60%
	Hispanic	4	1%	5	2%	8	2%
	White/Other	108	34%	116	40%	190	38%
Original Service Level							
	1	144	45%	204	71%	287	57%
	2	163	51%	77	27%	195	39%
	3	10	3%	1	0%	11	2%
	Other	3	1%	7	2%	7	1%
Target Group							
	Rcvd AFDC >36 of 60 mos.	179	56%	91	31%	208	42%
	No H.S. or Work History	59	18%	56	19%	95	19%
	Youngest Child w/in 2 years	11	3%	5	2%	15	3%
	Other Target Group	8	3%	22	8%	27	5%
	Not in Target Group	56	18%	106	37%	142	28%
	Target Group Unknown	7	2%	9	3%	13	3%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

Nacogdoches County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	48	100%	56	100%	52	100%
Assessment	48	100%	34	61%	28	54%
High School	0	0%	0	0%	0	0%
GED	0	0%	0	0%	1	2%
Basic/Remedial Ed	0	0%	0	0%	1	2%
Post-Secondary Ed	1	2%	2	4%	2	4%
Self-Initiated Ed	0	0%	1	2%	2	4%
Job Readiness/Job Prep	14	29%	18	32%	4	8%
Job Skills Training	0	0%	0	0%	2	4%
Individual Job Search	2	4%	11	20%	17	33%
Group Job Search/JSST	6	13%	12	21%	13	25%
Self-Initiated Training	0	0%	2	4%	2	4%
Life Skills	7	15%	12	21%	4	8%
OJT	0	0%	0	0%	1	2%
Job Placement/Entered Emp	3	6%	11	20%	8	15%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	70	100%	81	100%	81	100%
Assessment	52	74%	47	58%	52	64%
High School	0	0%	0	0%	0	0%
GED	3	4%	5	6%	7	9%
Basic/Remedial Ed	0	0%	1	1%	1	1%
Post-Secondary Ed	6	9%	8	10%	8	10%
Self-Initiated Ed	5	7%	2	2%	1	1%
Job Readiness/Job Prep	17	24%	28	35%	10	12%
Job Skills Training	3	4%	5	6%	17	21%
Individual Job Search	28	40%	27	33%	26	32%
Group Job Search/JSST	17	24%	26	32%	8	10%
Self-Initiated Training	2	3%	3	4%	3	4%
Life Skills	21	30%	26	32%	14	17%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	16	23%	18	22%	11	14%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	97	100%	71	100%	266	100%
Assessment	65	67%	36	51%	266	100%
High School	0	0%	0	0%	0	0%
GED	9	9%	8	11%	19	7%
Basic/Remedial Ed	3	3%	2	3%	6	2%
Post-Secondary Ed	10	10%	10	14%	22	8%
Self-Initiated Ed	4	4%	6	8%	15	6%
Job Readiness/Job Prep	27	28%	10	14%	110	41%
Job Skills Training	14	14%	11	15%	26	10%
Individual Job Search	22	23%	13	18%	92	35%
Group Job Search/JSST	23	24%	8	11%	106	40%
Self-Initiated Training	3	3%	1	1%	9	3%
Life Skills	23	24%	9	13%	111	42%
OJT	1	1%	2	3%	4	2%
Job Placement/Entered Emp	22	23%	11	15%	75	28%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

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Nacogdoches County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	91	100%	97	100%	49	100%
Assessment	91	100%	65	67%	19	39%
High School	0	0%	2	2%	2	4%
GED	15	16%	37	38%	25	51%
Basic/Remedial Ed	0	0%	0	0%	0	0%
Post-Secondary Ed	0	0%	3	3%	6	12%
Self-Initiated Ed	1	1%	1	1%	1	2%
Job Readiness/Job Prep	2	2%	5	5%	0	0%
Job Skills Training	1	1%	1	1%	0	0%
Individual Job Search	3	3%	6	6%	0	0%
Group Job Search/JSST	6	7%	4	4%	0	0%
Self-Initiated Training	0	0%	0	0%	2	4%
Life Skills	12	13%	1	1%	11	22%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	10	11%	8	8%	11	22%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	40	100%	38	100%	34	100%
Assessment	20	50%	15	39%	10	29%
High School	5	13%	3	8%	3	9%
GED	13	33%	10	26%	10	29%
Basic/Remedial Ed	0	0%	1	3%	1	3%
Post-Secondary Ed	9	23%	2	5%	1	3%
Self-Initiated Ed	5	13%	2	5%	0	0%
Job Readiness/Job Prep	1	3%	2	5%	4	12%
Job Skills Training	7	18%	8	21%	9	26%
Individual Job Search	5	13%	5	13%	5	15%
Group Job Search/JSST	1	3%	1	3%	3	9%
Self-Initiated Training	0	0%	1	3%	2	6%
Life Skills	2	5%	5	13%	2	6%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	5	13%	2	5%	4	12%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	30	100%	36	100%	184	100%
Assessment	8	27%	24	67%	184	100%
High School	3	10%	4	11%	10	5%
GED	12	40%	15	42%	72	39%
Basic/Remedial Ed	1	3%	0	0%	2	1%
Post-Secondary Ed	1	3%	2	6%	13	7%
Self-Initiated Ed	0	0%	1	3%	8	4%
Job Readiness/Job Prep	2	7%	0	0%	16	9%
Job Skills Training	8	27%	7	19%	20	11%
Individual Job Search	3	10%	4	11%	19	10%
Group Job Search/JSST	2	7%	0	0%	16	9%
Self-Initiated Training	1	3%	0	0%	4	2%
Life Skills	2	7%	0	0%	34	18%
OJT	0	0%	1	3%	1	1%
Job Placement/Entered Emp	5	17%	2	6%	35	19%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

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[All Hours/Comp Tables]Tab4.Hours/Comp NAC CO.-10/28/93

Nacogdoches County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	1,419	100%	4,127	100%	4,431	100%
Assessment	285	20%	202	5%	197	4%
High School	0	0%	0	0%	0	0%
GED	0	0%	0	0%	6	0%
Basic/Remedial Ed	0	0%	0	0%	12	0%
Post-Secondary Ed	99	7%	224	5%	212	5%
Self-Initiated Ed	0	0%	137	3%	170	4%
Job Readiness/Job Prep	140	10%	136	3%	35	1%
Job Skills Training	0	0%	0	0%	244	6%
Individual Job Search	216	15%	805	20%	1,450	33%
Group Job Search/JSST	116	8%	160	4%	212	5%
Self-Initiated Training	0	0%	346	8%	547	12%
Life Skills	110	8%	212	5%	72	2%
OJT	0	0%	0	0%	324	7%
Job Placement/Entered Emp	453	32%	1,905	46%	950	21%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	5,641	100%	10,542	100%	9,128	100%
Assessment	343	6%	313	3%	285	3%
High School	0	0%	0	0%	0	0%
GED	109	2%	634	6%	719	8%
Basic/Remedial Ed	0	0%	40	0%	31	0%
Post-Secondary Ed	367	7%	878	8%	1,040	11%
Self-Initiated Ed	587	10%	63	1%	228	2%
Job Readiness/Job Prep	149	3%	265	3%	147	2%
Job Skills Training	172	3%	739	7%	1,792	20%
Individual Job Search	1,707	30%	3,297	31%	2,529	28%
Group Job Search/JSST	310	5%	476	5%	146	2%
Self-Initiated Training	330	6%	216	2%	159	2%
Life Skills	324	6%	465	4%	217	2%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	1,243	22%	3,156	30%	1,835	20%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	10,682	100%	5,811	100%	51,781	100%
Assessment	362	3%	151	3%	2,138	4%
High School	0	0%	0	0%	0	0%
GED	914	9%	265	5%	2,647	5%
Basic/Remedial Ed	203	2%	136	2%	422	1%
Post-Secondary Ed	865	8%	321	6%	4,006	8%
Self-Initiated Ed	351	3%	260	4%	1,796	3%
Job Readiness/Job Prep	468	4%	130	2%	1,470	3%
Job Skills Training	1,642	15%	1,239	21%	5,828	11%
Individual Job Search	1,950	18%	1,116	19%	13,070	25%
Group Job Search/JSST	368	3%	104	2%	1,892	4%
Self-Initiated Training	123	1%	177	3%	1,898	4%
Life Skills	393	4%	160	3%	1,953	4%
OJT	220	2%	96	2%	640	1%
Job Placement/Entered Emp	2,823	26%	1,656	28%	14,021	27%

*Data included for 2 months of quarter.

Nacogdoches County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	5,167	100%	8,267	100%	6,631	100%
Assessment	347	7%	388	5%	45	1%
High School	0	0%	322	4%	379	6%
GED	1,934	37%	4,684	57%	3,220	49%
Basic/Remedial Ed	0	0%	0	0%	0	0%
Post-Secondary Ed	0	0%	278	3%	472	7%
Self-Initiated Ed	252	5%	194	2%	119	2%
Job Readiness/Job Prep	40	1%	90	1%	0	0%
Job Skills Training	70	1%	80	1%	0	0%
Individual Job Search	169	3%	806	10%	0	0%
Group Job Search/JSST	272	5%	128	2%	0	0%
Self-Initiated Training	0	0%	0	0%	166	3%
Life Skills	122	2%	12	0%	263	4%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	1,961	38%	1,285	16%	1,967	30%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	4,780	100%	4,129	100%	4,246	100%
Assessment	77	2%	83	2%	51	1%
High School	583	12%	810	20%	1,148	27%
GED	1,188	25%	863	21%	743	17%
Basic/Remedial Ed	0	0%	35	1%	26	1%
Post-Secondary Ed	611	13%	192	5%	147	3%
Self-Initiated Ed	460	10%	101	2%	0	0%
Job Readiness/Job Prep	8	0%	11	0%	96	2%
Job Skills Training	569	12%	953	23%	988	23%
Individual Job Search	536	11%	744	18%	222	5%
Group Job Search/JSST	15	0%	16	0%	48	1%
Self-Initiated Training	0	0%	15	0%	134	3%
Life Skills	36	1%	58	1%	36	1%
OJT	0	0%	0	0%	0	0%
Job Placement/Entered Emp	697	15%	248	6%	607	14%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	4,771	100%	2,395	100%	40,386	100%
Assessment	32	1%	77	3%	1,100	3%
High School	973	20%	175	7%	4,390	11%
GED	1,251	26%	758	32%	14,641	36%
Basic/Remedial Ed	18	0%	0	0%	79	0%
Post-Secondary Ed	108	2%	22	1%	1,830	5%
Self-Initiated Ed	0	0%	18	1%	1,144	3%
Job Readiness/Job Prep	20	0%	0	0%	265	1%
Job Skills Training	954	20%	867	36%	4,481	11%
Individual Job Search	340	7%	160	7%	2,977	7%
Group Job Search/JSST	28	1%	0	0%	507	1%
Self-Initiated Training	84	2%	0	0%	399	1%
Life Skills	35	1%	0	0%	562	1%
OJT	0	0%	68	3%	68	0%
Job Placement/Entered Emp	928	19%	250	10%	7,943	20%

*Data included for 2 months of quarter.

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Key Characteristics of JOBS Participants
Tarrant County

		FY 1991		FY 1992		Total Unduplicated FY 1990-92	
		Number	Percent*	Number	Percent*	Number	Percent*
Total Number		2,178	100%	3,215	100%	4,206	100%
AFDC-Basic	Adults	1,784	82%	2,890	90%	3,754	89%
	Children	373	17%	280	9%	396	9%
AFDC-UP	Adults	14	1%	41	1%	49	1%
	Children	7	0%	4	0%	7	0%
Gender							
	Female	1,921	88%	2,980	93%	3,876	92%
	Male	257	12%	235	7%	330	8%
Race/Ethnicity							
	Black	1,202	55%	1,719	53%	2,235	53%
	Hispanic	335	15%	493	15%	655	16%
	White/Other	641	29%	1,003	31%	1,316	31%
Original Service Level							
	1	563	26%	1,355	42%	1,639	39%
	2	1,415	65%	1,548	48%	2,173	52%
	3	83	4%	97	3%	146	3%
	Other	117	5%	215	7%	248	6%
Target Group							
Rcvd AFDC >36 of 60 mos.		746	34%	974	30%	1,314	31%
No H.S. or Work History		375	17%	678	21%	836	20%
Youngest Child w/in 2 years		122	6%	103	3%	162	4%
Other Target Group		75	3%	78	2%	113	3%
Not in Target Group		672	31%	1,009	31%	1,343	32%
Target Group Unknown		188	9%	373	12%	438	10%

Note: JOBS participants are defined as individuals who were enrolled in any JOBS component during the relevant time period.

*Totals may not equal 100 percent due to rounding.

Tarrant County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	110	100%	184	100%	242	100%
Assessment	110	100%	138	75%	188	78%
High School	0	0%	1	1%	6	2%
GED	1	1%	7	4%	8	3%
Basic/Remedial Ed	0	0%	2	1%	1	0%
Post-Secondary Ed	0	0%	10	5%	12	5%
Self-Initiated Ed	2	2%	9	5%	3	1%
Job Readiness/Job Prep	3	3%	47	26%	45	19%
Job Skills Training	5	5%	11	6%	10	4%
Individual Job Search	3	3%	34	18%	52	21%
Group Job Search/JSST	5	5%	27	15%	22	9%
Self-Initiated Training	2	2%	20	11%	28	12%
Life Skills	11	10%	29	16%	34	14%
OJT	0	0%	1	1%	1	0%
Job Placement/Entered Emp	4	4%	20	11%	46	19%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	330	100%	392	100%	531	100%
Assessment	259	78%	277	71%	422	79%
High School	7	2%	3	1%	3	1%
GED	21	6%	23	6%	28	5%
Basic/Remedial Ed	4	1%	2	1%	5	1%
Post-Secondary Ed	21	6%	29	7%	43	8%
Self-Initiated Ed	17	5%	20	5%	25	5%
Job Readiness/Job Prep	38	12%	61	16%	113	21%
Job Skills Training	18	5%	24	6%	30	6%
Individual Job Search	65	20%	86	22%	155	29%
Group Job Search/JSST	15	5%	28	7%	51	10%
Self-Initiated Training	45	14%	56	14%	66	12%
Life Skills	44	13%	52	13%	99	19%
OJT	1	0%	0	0%	3	1%
Job Placement/Entered Emp	53	16%	80	20%	90	17%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	630	100%	721	100%	1,598	100%
Assessment	466	74%	564	78%	1,595	100%
High School	2	0%	1	0%	15	1%
GED	29	5%	27	4%	80	5%
Basic/Remedial Ed	3	0%	4	1%	16	1%
Post-Secondary Ed	60	10%	39	5%	89	6%
Self-Initiated Ed	27	4%	16	2%	69	4%
Job Readiness/Job Prep	211	33%	236	33%	608	38%
Job Skills Training	43	7%	37	5%	95	6%
Individual Job Search	168	27%	162	22%	472	30%
Group Job Search/JSST	165	26%	216	30%	466	29%
Self-Initiated Training	81	13%	75	10%	191	12%
Life Skills	93	15%	80	11%	410	26%
OJT	0	0%	3	0%	8	1%
Job Placement/Entered Emp	133	21%	133	18%	410	26%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.
*Data included for 2 months of quarter.

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Tarrant County
Distribution of JOBS Participants Among Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	458	100%	552	100%	596	100%
Assessment	457	100%	526	95%	535	90%
High School	14	3%	38	7%	87	15%
GED	77	17%	94	17%	122	20%
Basic/Remedial Ed	9	2%	18	3%	26	4%
Post-Secondary Ed	0	0%	3	1%	5	1%
Self-Initiated Ed	5	1%	7	1%	5	1%
Job Readiness/Job Prep	3	1%	15	3%	10	2%
Job Skills Training	11	2%	19	3%	22	4%
Individual Job Search	16	3%	25	5%	26	4%
Group Job Search/JSST	4	1%	8	1%	11	2%
Self-Initiated Training	9	2%	11	2%	22	4%
Life Skills	53	12%	36	7%	81	14%
OJT	6	1%	1	0%	5	1%
Job Placement/Entered Emp	28	6%	22	4%	45	8%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	582	100%	632	100%	712	100%
Assessment	494	85%	532	84%	676	95%
High School	85	15%	76	12%	42	6%
GED	132	23%	159	25%	216	30%
Basic/Remedial Ed	17	3%	14	2%	28	4%
Post-Secondary Ed	10	2%	8	1%	9	1%
Self-Initiated Ed	9	2%	5	1%	7	1%
Job Readiness/Job Prep	3	1%	9	1%	42	6%
Job Skills Training	24	4%	24	4%	28	4%
Individual Job Search	26	4%	27	4%	34	5%
Group Job Search/JSST	7	1%	8	1%	31	4%
Self-Initiated Training	32	5%	32	5%	54	8%
Life Skills	94	16%	87	14%	101	14%
OJT	2	0%	0	0%	0	0%
Job Placement/Entered Emp	47	8%	55	9%	56	8%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Persons in Components	660	100%	597	100%	1,841	100%
Assessment	620	94%	544	91%	1,841	100%
High School	33	5%	24	4%	169	9%
GED	211	32%	144	24%	529	29%
Basic/Remedial Ed	19	3%	11	2%	84	5%
Post-Secondary Ed	10	2%	3	1%	19	1%
Self-Initiated Ed	6	1%	4	1%	30	2%
Job Readiness/Job Prep	46	7%	38	6%	145	8%
Job Skills Training	29	4%	26	4%	94	5%
Individual Job Search	50	8%	43	7%	176	10%
Group Job Search/JSST	43	7%	26	4%	128	7%
Self-Initiated Training	54	8%	47	8%	132	7%
Life Skills	92	14%	41	7%	529	29%
OJT	0	0%	1	0%	11	1%
Job Placement/Entered Emp	74	11%	87	15%	289	16%

NOTE: Component percentages may total more than 100% due to persons being enrolled in more than one component per quarter.

*Data included for 2 months of quarter.

Tarrant County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 1
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	3,103	100%	12,476	100%	23,212	100%
Assessment	651	21%	603	5%	1,021	4%
High School	0	0%	1	0%	1,142	5%
GED	20	1%	621	5%	881	4%
Basic/Remedial Ed	0	0%	96	1%	52	0%
Post-Secondary Ed	0	0%	615	5%	890	4%
Self-Initiated Ed	214	7%	917	7%	404	2%
Job Readiness/Job Prep	36	1%	165	1%	305	1%
Job Skills Training	749	24%	1,711	14%	1,063	5%
Individual Job Search	124	4%	1,268	10%	3,007	13%
Group Job Search/JSST	95	3%	541	4%	443	2%
Self-Initiated Training	209	7%	2,748	22%	4,784	21%
Life Skills	304	10%	933	7%	1,005	4%
OJT	0	0%	160	1%	280	1%
Job Placement/Entered Emp	701	23%	2,097	17%	7,935	34%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	32,217	100%	44,814	100%	61,009	100%
Assessment	1,276	4%	1,435	3%	2,293	4%
High School	1,593	5%	769	2%	365	1%
GED	1,286	4%	1,962	4%	1,997	3%
Basic/Remedial Ed	350	1%	311	1%	340	1%
Post-Secondary Ed	1,425	4%	3,687	8%	5,525	9%
Self-Initiated Ed	1,447	4%	2,123	5%	2,685	4%
Job Readiness/Job Prep	359	1%	977	2%	1,948	3%
Job Skills Training	1,829	6%	3,711	8%	5,021	8%
Individual Job Search	5,093	16%	6,955	16%	14,187	23%
Group Job Search/JSST	300	1%	516	1%	1,012	2%
Self-Initiated Training	7,385	23%	8,984	20%	9,513	16%
Life Skills	1,194	4%	1,698	4%	3,187	5%
OJT	360	1%	0	0%	352	1%
Job Placement/Entered Emp	8,320	26%	11,686	26%	12,584	21%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	77,167	100%	64,766	100%	318,764	100%
Assessment	1,965	3%	2,381	4%	11,625	4%
High School	248	0%	51	0%	4,169	1%
GED	2,339	3%	1,622	3%	10,728	3%
Basic/Remedial Ed	115	0%	308	0%	1,572	0%
Post-Secondary Ed	6,101	8%	4,412	7%	22,655	7%
Self-Initiated Ed	2,800	4%	1,798	3%	12,388	4%
Job Readiness/Job Prep	2,907	4%	3,895	6%	10,592	3%
Job Skills Training	5,942	8%	4,809	7%	24,835	8%
Individual Job Search	15,974	21%	13,130	20%	59,738	19%
Group Job Search/JSST	831	1%	1,251	2%	4,989	2%
Self-Initiated Training	14,093	18%	11,182	17%	58,898	18%
Life Skills	2,909	4%	1,861	3%	13,091	4%
OJT	0	0%	643	1%	1,795	1%
Job Placement/Entered Emp	20,943	27%	17,423	27%	81,689	26%

*Data included for 2 months of quarter.

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Tarrant County
Distribution of JOBS Participation Hours by Component Activities by Quarter
Service Level 2
October 1990-August 1992
AFDC-Basic

	Oct-Dec 1990		Jan-Mar 1991		April-June 1991	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	23,994	100%	31,969	100%	59,382	100%
Assessment	3,202	13%	2,264	7%	2,221	4%
High School	1,366	6%	7,391	23%	21,074	35%
GED	6,999	29%	9,381	29%	12,570	21%
Basic/Remedial Ed	389	2%	706	2%	1,988	3%
Post-Secondary Ed	0	0%	288	1%	460	1%
Self-Initiated Ed	529	2%	781	2%	708	1%
Job Readiness/Job Prep	140	1%	219	1%	59	0%
Job Skills Training	1,904	8%	3,162	10%	4,094	7%
Individual Job Search	702	3%	1,348	4%	1,330	2%
Group Job Search/JSST	292	1%	140	0%	297	1%
Self-Initiated Training	1,010	4%	1,777	6%	3,457	6%
Life Skills	2,498	10%	1,030	3%	2,538	4%
OJT	1,160	5%	328	1%	1,056	2%
Job Placement/Entered Emp	3,803	16%	3,154	10%	7,530	13%

	July-Sept 1991		Oct-Dec 1991		Jan-Mar 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	59,229	100%	69,446	100%	63,732	100%
Assessment	2,060	3%	2,582	4%	3,411	5%
High School	23,378	39%	23,935	34%	12,193	19%
GED	12,271	21%	17,077	25%	18,311	29%
Basic/Remedial Ed	624	1%	837	1%	1,394	2%
Post-Secondary Ed	817	1%	1,051	2%	1,202	2%
Self-Initiated Ed	858	1%	454	1%	961	2%
Job Readiness/Job Prep	12	0%	231	0%	637	1%
Job Skills Training	3,598	6%	3,918	6%	3,805	6%
Individual Job Search	1,819	3%	2,416	3%	2,428	4%
Group Job Search/JSST	90	0%	142	0%	486	1%
Self-Initiated Training	3,397	6%	4,971	7%	7,828	12%
Life Skills	2,466	4%	2,704	4%	3,219	5%
OJT	368	1%	0	0%	0	0%
Job Placement/Entered Emp	7,471	13%	9,128	13%	7,857	12%

	April-June 1992		July-Aug* 1992		Total Oct 1990-Aug 1992	
	Number	Percent	Number	Percent	Number	Percent
Total Component Hours	66,852	100%	47,142	100%	421,746	100%
Assessment	2,740	4%	2,060	4%	20,540	5%
High School	7,907	12%	2,698	6%	99,942	24%
GED	19,512	29%	11,136	24%	107,257	25%
Basic/Remedial Ed	1,477	2%	473	1%	7,888	2%
Post-Secondary Ed	791	1%	115	0%	4,724	1%
Self-Initiated Ed	846	1%	246	1%	5,383	1%
Job Readiness/Job Prep	647	1%	970	2%	2,915	1%
Job Skills Training	4,157	6%	4,113	9%	28,751	7%
Individual Job Search	4,156	6%	3,640	8%	17,841	4%
Group Job Search/JSST	581	1%	227	0%	2,255	1%
Self-Initiated Training	8,868	13%	6,950	15%	38,258	9%
Life Skills	2,819	4%	1,073	2%	18,347	4%
OJT	0	0%	40	0%	2,952	1%
Job Placement/Entered Emp	12,349	18%	13,401	28%	64,693	15%

*Data included for 2 months of quarter.

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Appendix B

Methodology Used to Measure JOBS Program Impacts: Quasi-Experimental Net Impact Design

Estimating the impact of JOBS program is difficult because a number of factors can affect the labor market and AFDC outcomes for JOBS participants besides the JOBS program itself. Under ideal circumstances, it would be possible to perform an experiment in which a sample of eligible JOBS clients would be randomly divided into two groups, an experimental group and a control group. The experimental group would receive the benefits of the JOBS program, and the control group would be *prevented* from receiving such benefits. After a suitable lapse of time, outcomes from the experimental group would be examined to see if they were significantly different from the control group. In running the experiment, it would be important to take steps to ensure that the assignment to either group was completely random, so that the pre-experiment attributes of the members of the two groups would differ only by random chance. Thus, any statistically significant difference in outcomes between the two groups could be safely attributed to the experimental effect.

Both legal and cost considerations preclude the use of such an experiment in evaluating the Texas JOBS program.[1] The quasi-experimental approach used here is the only available method of obtaining net-impact estimates given the time and resource constraints of this evaluation. The Texas JOBS program is especially well-suited for this evaluation approach for two major reasons. First, because the JOBS program in Texas is a mandatory program for nonexempt AFDC recipients, this lessens the degree of systematic differences between JOBS participants and non-participants. Secondly, the relatively low participation rates of 10-15 percent during the first two years of JOBS meant that a large pool of AFDC recipients were available from which a comparison group could be drawn. This is a much better pool from which to draw a comparison group than the general population, which have been used for other evaluations of training programs.

Two factors are key to the success of this methodology:

1) Careful selection of the comparison group, which includes comparison of key outcomes in some pre-participation period so as to avoid selection bias; and

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[1] The Texas Department of Human Services decided that Texas would not participate in the national evaluation of the JOBS program (which relies on random assignment) due to the potential of denying services to AFDC caretakers.

2) Use of multiple regression techniques to control for any individual differences not already accounted for in the selection of the comparison group.

Once these conditions have been met, any statistically significant difference in outcomes can be attributed to participation in the JOBS program.

The remainder of this appendix will describe in detail the methodology used to achieve these objectives. Topics to be discussed include: selection of the JOBS sample and comparison group, sources and structure of other variables included in the analysis, and the structure of the regressions for the outcomes discussed in Chapter V. Finally, because this research data set was also used to measure the effect of child care and transportation on program participation, a section is included describing the structure of that regression.

A. Construction of JOBS Outcomes Research Data Set

Selection of JOBS Sample and Comparison Group. A research data set was developed by drawing six random samples of approximately 3,300 JOBS participants each (for a total of nearly 20,000 JOBS participants) who entered the JOBS program in the following calendar quarters: 1990Q4, 1991Q1, 1991Q2, 1991Q3, 1991Q4, 1992Q1, 1992Q2.

For the purposes of this evaluation, JOBS participants were defined as any female, AFDC Basic, Service Level I or II caretaker with at least one hour of participation in any JOBS component. This group comprises 93 percent of all JOBS participants. Persons not meeting this definition were excluded from the pool of JOBS participants prior to sampling.

In addition to the JOBS sample, we drew a comparison sample from the pool of available AFDC clients who were not JOBS participants. The comparison sample was not chosen randomly. Our desire was to obtain a sample of non-participants that closely resembled the JOBS participants in every way, except that they were non-participants.

We drew the comparison group by stepping through the JOBS dataset, and finding a "nearest neighbor" match for every JOBS observation. For any JOBS observation, the candidates for nearest neighbor had to come from the same geographic region, be in the same service level, be a member of the same race/ethnic group, and be on AFDC in the same quarter as the person being matched. Within the subset of candidates, we computed the following quantity for each candidate:

$$m_i = \sum_j d_{ij}^2 \bullet w_j$$

where:

m_i is a measure of the distance between the two observations,
d_{ij} is the difference between the JOBS observation and the comparison observation for trait j, and
w_j is a weight associated with trait j.
i refers to the observation in the pool, and
j refers to the traits being used to determine the distance.

We used the following four traits in determining the distance measure.

(1) the age of the client
(2) the logarithm of the lifetime number of days the client has been on welfare
(3) the number of children on the client's case
(4) the age of the youngest child on the client's case

These variables were selected because they were shown to have the strongest effects on AFDC outcomes in our earlier research. The weights were the reciprocal of the variance of the observations for the trait in the JOBS sample.

Because the assignment of nearest neighbors is not invariant with respect to the order of the JOBS observations, we randomized the order of the JOBS observations. If we didn't randomize the order, it might have been possible that the observations would be in an approximate chronological order because of their original sort by case number. If the observations were in any systematic order it could have had unforeseen consequences on the quality of the comparison group.

Figure B.1 demonstrates that using the procedure described above resulted in the drawing of a sample in which the means of the JOBS sample and the comparison group were close, and often quite different from the AFDC pool from which the comparison group was drawn. For example, in previous research, the total prior time on AFDC was found to have a very significant and large negative effect on outcomes.[2] Particularly for the first two cohorts, total prior time on AFDC was far greater for JOBS participants than for the entire AFDC population. Similar differences between characteristics of JOBS participants and the entire AFDC population can be observed for the other variables.

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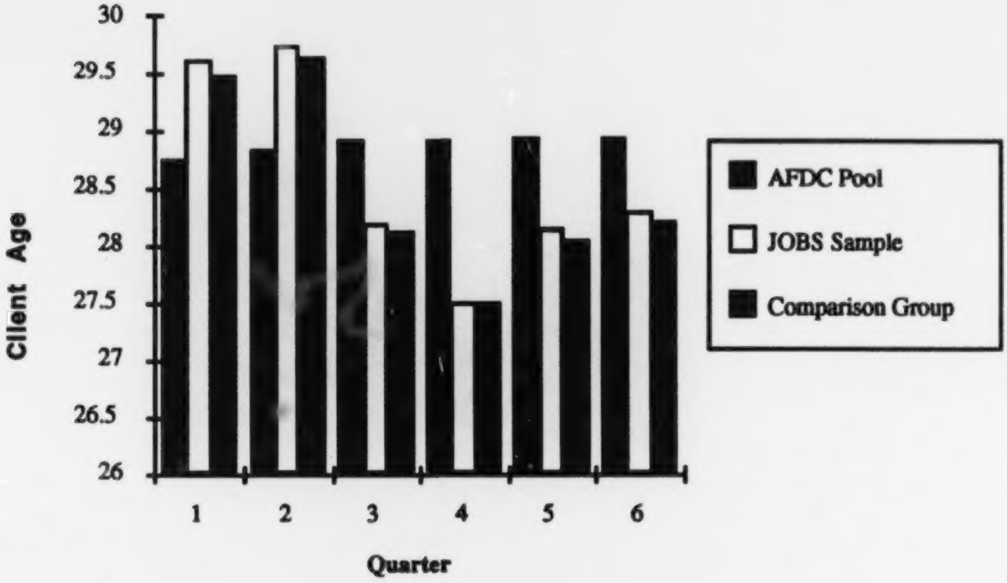
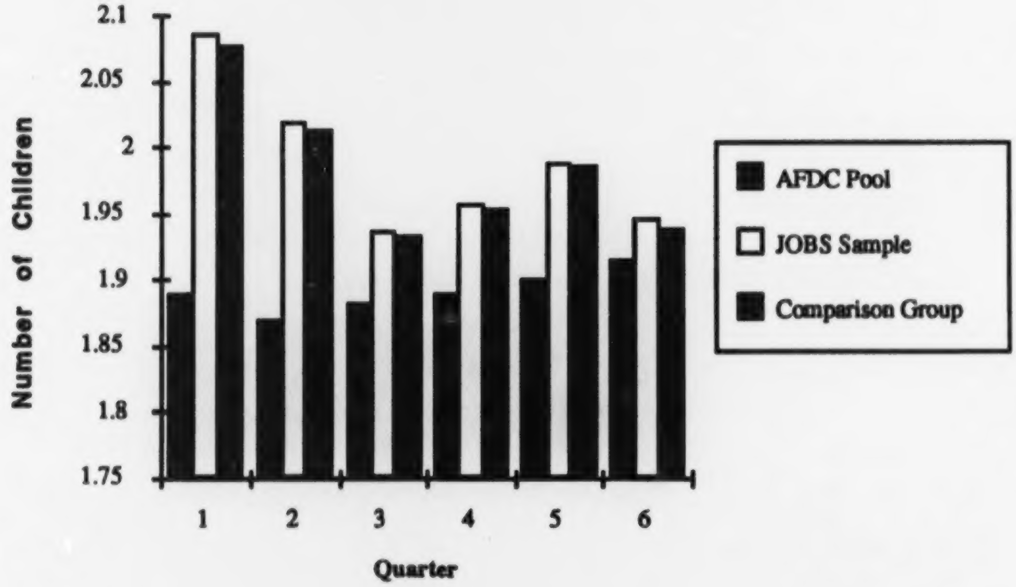
[2] See: Schexnayder and King (1991) and King and Schexnayder (1992).

Figure B.1

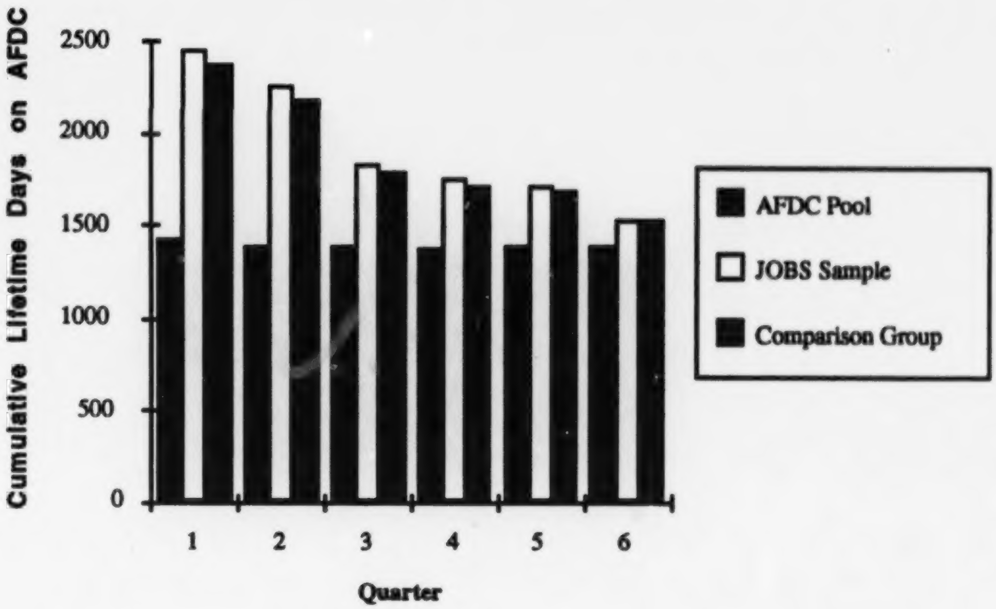
Comparison of Mean Client Age from Nearest Neighbor Match



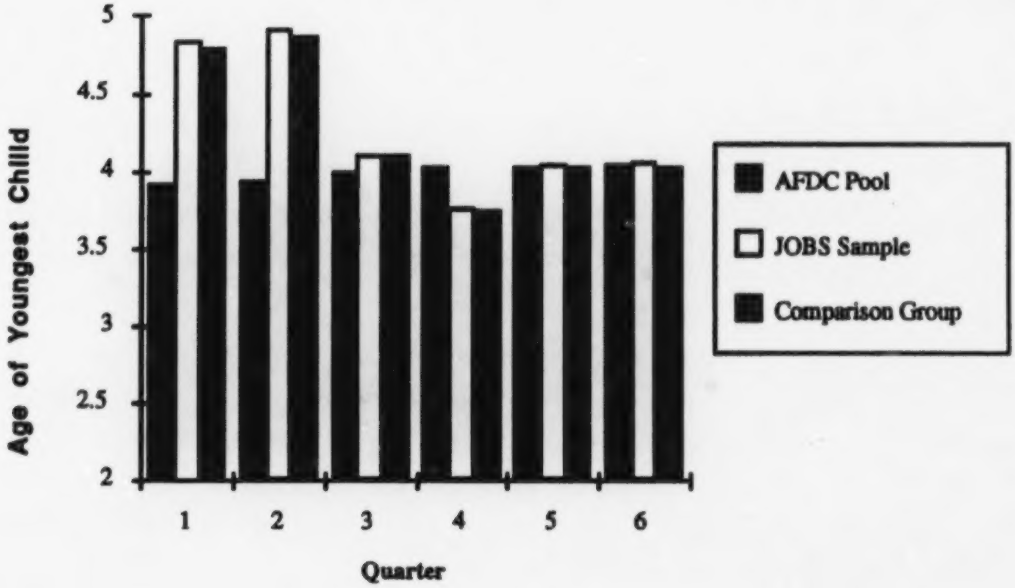
Comparison of Mean Number of Children from Nearest Neighbor Match



Comparison of Mean Cumulative Days on AFDC from Nearest Neighbor Match



Comparison of Mean Age of Youngest Child from Nearest Neighbor Match



In addition to observing that the variables by which the nearest neighbor was matched had similar means, we performed specification tests to determine whether there was a significant difference in pre-JOBS earnings for those in the JOBS sample and those in the comparison group. We performed specification test regressions of the type described in section 4.1 of Heckman and Hotz[3] and recently applied to job training programs by Bowman (1993). The test is primarily intended to determine whether results calculated using the sample and comparison group will suffer from selection bias. The desired outcome of specification test is that the comparison group and the JOBS group should not have a significant difference in income in the years 1988 and 1989, preceding their JOBS participation.

Our application of the Heckman-Hotz test consists of regressions of the following form:

$$I_{yr,i} = \gamma d_i + \sum_{k=1}^{K} \beta x_i + \varepsilon_i$$

where:

$I_{yr,i}$=the income of person *i*, observed in *yr*, which is 1988 or 1989,

d_i=a dummy variable which is 1 if person *i* is a future JOBS participant, 0 otherwise,

x_i=demographic variables relating to person *i*,

K=the number of demographic variables,

ε_i=a random error term for person *i*, and

γ,β=parameters to be estimated.

We ran four such regressions, two for 1988, and two for 1989. These regressions included all individuals in the JOBS sample, and the comparison group. For each year, one of the regressions included only the variable d_i, and the other regression included a full complement of demographic descriptors from the SAVERR file. In the regression containing only d_i, the coefficient of d_i is exactly equal to the difference between the mean income of the JOBS sample and the mean income of the comparison group. In this case, the t-test for the significance of the regression coefficient will take on exactly the same value as a simple test on the difference between the two means. The two approaches can be shown to be exactly equivalent algebraically. When the demographic variables are added, the coefficient of d_i represents the difference in means between the two groups, after any differences in the demographic attributes of the groups are accounted for.

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[3] James J. Heckman and V. Joseph Hotz (1989).

The desired result of the Heckman Hotz test is to have the estimated coefficient γ be *small* and statistically *in*significant. If the coefficient were large or significant, that would mean that our comparison group differed in income from the JOBS sample even *before* the JOBS program could have affected their income. If this were the case, it would mean that any JOBS outcome measure based on income would be tainted by preexisting differences between the comparison and sample groups.

In the regressions including only the term d_i, the coefficient γ_i was estimated to be -54.28 for 1988, and -47.95 for 1989. Thus our crude estimate of the difference between the mean income of the JOBS and comparison group was that the JOBS group earned approximately fifty dollars less per quarter than the comparison group during the time before either group was on JOBS. This fifty dollar difference is small relative to the average quarterly income in the regression of about $1,300. The t-ratios for the test of the coefficient γ_i being zero are -1.67 and -1.52 for 1988 and 1989. Neither of these t-ratios is statistically significant at the 5% confidence level.

The variables x_i included: (1) client age, (2) client age at first spell of AFDC, (3) client's highest grade of school completed, (4) client's age at birth of first child, (5) a dummy variable for the client being non-Hispanic Black, (6) a dummy variable for the client being a non-Black Hispanic, (7) a dummy variable for the client being in service level 1, (8) the total number of children born of the client, and (9) the age of the client's youngest child. In these regressions, the estimated coefficients for d_i were -25.32 and -10.98 for 1988 and 1989. The t-ratios for the null hypothesis that $\gamma_i=0$ were -.81 and -.36 for 1988 and 1989. The t-ratios for the demographic attributes were uniformly significant with the exception of Hispanic in both regressions, and age of youngest in the 1989 regression. The addition of the demographic variables caused the apparent difference between the JOBS sample and the comparison group to decrease. This change indicates that whatever small income differences existed between the groups was attributable to small differences in the demographic attributes of the group, rather than to their future JOBS status.

Our conclusion is that the comparison group passed the Heckman-Hotz selection bias test.

Variables Included in the Research Data Set. Data from the following sources are used in this analysis.

- Texas Department of Human Services -AFDC spell and demographic data (SAVERR data system), JOBS program participation data, DHS-funded child care and transportation data

- Texas Department of Commerce - JTPA program participation data
- Texas Employment Commission - Employment Service program participation and employment referral data (SAMS data system), UI earnings data
- Other - economic and other county data obtained from the Bureau of Business Research at the University of Texas

The types of variables included in the regressions include: demographic variables, program variables, both for the JOBS program and other employment and training programs for which data were available; environmental variables; and outcomes variables. Table B.1 includes a complete list of these variables and their meaning.

Program Variables. The manner by which the program variables were modeled in the regressions was dictated primarily by the structure of the data on program participation obtained from the JOBS data system, JTPA, and SAMS. In general, various combinations of activity codes from these primary sources were used to tally activity in seven broad areas: education, training, assessment, life skills enhancement, job search, job referrals and other. For example, the variable JOBS training is the sum of the number of hours spent in any of three JOBS components: component 8, job skills (vocational) training; component 11, self-initiated training; and component 13, on-the-job training through JTPA.

For some program variables, the participation is modeled as a dummy variable indicating whether the individual observed had ever participated in the component. In other cases, the number of hours, or number of occurrences was used as a measure of the effort expended in the program area.

Based on earlier work, the maintained hypothesis for the statistical model developed for this project included the idea that the relationship between program participation and exit from AFDC has two stages. While the JOBS participant is involved with activities, there will be a smaller tendency for the person to exit from AFDC in part because the participant perceives that continued participation in the JOBS programs will bring about beneficial future outcomes. However, when the person has completed the activities, there should be an increase in the likelihood of exit because of the improvements to the person's employability brought about by program participation. In order to model this hypothesis, a dummy variable named IN_ACTIVITIES was defined which is 1 for all JOBS participants, as long as they are participating in activities. IN_ACTIVITIES is zero for non-JOBS observations, and it is zero for JOBS observations after their last activity. The coefficient for this variable is interpreted as the statistical association of active participation in a JOBS component with the dependent variable being measured. Under the maintained

Summary of Variables Used in Regressions

Variable Name	Explanation	Units
JOBS Program Variables		
JOBSASO	Client was in the JOBS program, but received only assessment.	Dummy variable
JOBSEDU	JOBS Education. Includes High School, GED, Basic/Remedial Education and Post-Secondary Education.	Number of hours when finished with activities.
JOBSLSS	JOBS life skills enhancement training. Includes Life Skills.	Number of hours when finished with activities.
JOBSTRG	JOBS training. Includes component Job Skills Training, Self-Initiated Training and OJT.	Number of hours when finished with activities.
JOBSJSR	JOBS job search. Includes Job Readiness/Job Prep, Individual Job Search, and Group Job Search/JSST.	Number of hours when finished with activities.
JOBSASE	JOBS assessment. Includes assessment. In some cases, assessment is not recorded, and-we have assumed that the JOBS client received at least one hour of assessment.	Number of hours when finished with activities.
IN_ACTIVITIES	JOBS participant is currently engaged in activities.	Dummy Variable
JTPA Program Variables for JOBS Participants		
JEDU	JTPA education. Includes High School if OES code indicates education rather than training	Number of scheduled hours when finished with activities.
JTRG	JTPA training. Includes Assessment and High School if OES code indicates training rather than education, GED, Basic/Remedial Education and Post-Secondary Education.	Number of scheduled hours when finished with activities.
JJSR	JTPA job search. Includes Individual Job Search and Life Skills.	Number of scheduled hours when finished with activities.
JASE	JTPA Assessment. Includes any JTPA record with an OES code of 99984.	Number of scheduled hours when finished with activities.

Variable Name	**Explanation**	**Units**
ES Program Variables for JOBS Participants (from SAMS data system)		
SASE	ES assessment. Includes SAMS service types 25.	Dummy Variable=1 if participated in this program and all activities are completed.
SJSR	ES Job search. Includes SAMS service types 7 and 9.	Number of job search events recorded if all activities are completed.
SREF	ES Job Referrals. Includes all referrals recorded in referral trailer records.	Number of referrals recorded if all activities are completed.
SOTH	ES Other Services. Includes SAMS service types 1,2,3,4,5,6,10,12,22,24, and 30	Dummy Variable=1 if participated in this program and all activities are completed.
JTPA Program Variables for Non-JOBS Group		
NEDU	Same as above for JEDU, except for observations in the comparison group only.	Same as above
NTRGF	Same as above for JTRG, except for observations in the comparison group only.	Same as above
NJSR	Same as above for JJSR, except for observations in the comparison group only.	Same as above
NASE	Same as above for JASE, except for observations in the comparison group only.	Same as above
ES Program Variables for Non-JOBS Group		
MASE	Same as above for SASE, except for observations in the comparison group only.	Same as above
MJSR	Same as above for SJSR, except for observations in the comparison group only.	Same as above
MREF	Same as above for SREF, except for observations in the comparison group only.	Same as above
MOTH	Same as above for SOTH, except for observations in the comparison group only.	Same as above

Variable Name	Explanation	Units
Demographic Variables for JOBS and Non-JOBS		
EVERSANC	Client was sanctioned on or before the end of this quarter.	Dummy Variable
AGEFSTSP	Client's age at first AFDC spell	Years
BLACK	Client is of Black race.	Dummy Variable
HISPANIC	Client is of Hispanic ethnicity.	Dummy Variable
NOHS	Client has not finished High School	Dummy Variable
TEENMOM	Client was a teenager at the time of the birth of first child.	Dummy Variable
URBAN	Client lived in an area with a population density greater than 595 persons per square mile. Includes Dallas, Harris, Tarrant, Bexar, El Paso and Travis counties.	Dummy Variable
RURAL	Client lived in an area with less than 99 persons per square mile. Includes 223 sparsely populated counties.	Dummy Variable
PASTERN	Earnings of the client in the 2 years prior to this quarter.	Dollars
OLD	Client was over 40	Dummy Variable
YOUNG	Client was under 20	Dummy Variable
YNGAGE	Age of the client's youngest child	Years
MT1KID	Client has more than one child	Dummy Variable
UNEMP	Employment rate in client's county	Percent
TTIME	Total time on AFDC as of the beginning of this quarter	Days

Variable Name	Explanation	Units
Child Care and Transportation Variables		
CCDUM	Client received child care during the month.	Dummy Variable
TRDUM	Client received transportation during the month.	Dummy Variable
PCTMIST	Percent of scheduled hours that were missed by the client during the month.	Percent
Outcome Variables for JOBS and Non-JOBS		
GONE	Client was gone from AFDC for entire quarter.	Dummy Variable
EMP	Client had UI wages in this quarter.	Dummy Variable
JOB0GONE	Client was absent from AFDC, and had UI wages in the quarter.	Dummy Variable
JOB9GONE	Client was absent from AFDC, and had quarterly UI wages equal to or greater than full time at minimum wage.	Dummy Variable
JOB15GONE	Client was absent from AFDC, and had quarterly UI wages equal to or greater than the amount sufficient to disqualify the client for food stamps.	Dummy Variable
UIWAGE	Amount of UI wages recorded for client in quarter.	Dollars
RECIDIVIST*	The individual returned to AFDC after exiting.	Dummy Variable
TIME_AWAY*	For those who returned, the interval from date of AFDC exit to date of return.	Days

Note: Variables marked with asterisk are defined
only for individuals who exited AFDC before February, 1993.

hypothesis, the effect of the program variables during the period of active participation is summarized entirely by the variable IN_ACTIVITIES. Therefore, whenever IN_ACTIVITIES is 1, all of the participant's other program participation variables, both dummy variables and continuous variables, are set to zero. Thus the coefficients of the other JOBS program participation variables show the effect of JOBS programs after the participant has completed all programs.

Some clients received only assessment as their entire JOBS experience. Since these individuals did not receive any substantive services, it is desirable to include a special dummy variable to account for the fact that their experience constitutes a much different treatment than other JOBS participants. Accordingly the dummy variable JASO has been included in the program variables.

The variable SANCEVER takes the value 1 if the person observed has ever been sanctioned in the JOBS program. This variable is included as a demographic variable rather than a program variable because sanctioning is considered an indication of an uncooperative attitude--a demographic trait. Sanctioning is not considered appropriate as a program variable because it is a disciplinary measure, rather than a learning activity that can be expected to improve a person's employability.

B. Methodology Used to Calculate Net Impacts

The unadjusted net impacts of the JOBS program on each of the outcomes measured is defined for this analysis as the difference between the AFDC exit rates for the JOBS sample and the comparison group. To allow sufficient time after program entry for most JOBS participants to complete their program participation prior to measuring these outcomes, these impacts are measured four quarters after assignment to a cohort for all cohorts and six quarters after cohort assignment whenever sufficient time has elapsed for such data to be available. Two-tailed t-tests of significance were applied to the differences in earnings levels and rates of AFDC exits and employment to determine statistically significant differences between the groups.

C. Structure of AFDC Outcomes Regressions

In addition to minimizing the pre-program difference between the JOBS sample and comparison group, it is possible to account for the remaining differences statistically by using multiple regression techniques. For each outcome variable, the dependent variable of the regression is the desired outcome. The independent variables of the regression include demographic and environmental variables which affect the dependent variable--for example years of education and the number of children. The independent variables also include a set of program variables designed to establish the statistical association between the components of the JOBS program and the measured outcome. The observations in the regression include the JOBS sample and the comparison group. Because the study period spans a period of almost two years, each member of the JOBS sample and the comparison group is represented in the regression multiple times. Starting with the quarter in which they are initially sampled, and ending with the third quarter of 1992, each individual in the JOBS sample or comparison group produces one observation per quarter. At each quarter, the values of the variables in the regression are computed based on the status of the individual as of that quarter. Since the JOBS program emphasized somewhat different program options to individuals based on their service level, we performed separate regressions for service level 1 and service level 2 individuals.

As an example of how these regressions work, consider the following simplified example. For the purpose of explaining, let us temporarily suppose that the following equation is the "true" model containing all variables that determine how an outcome is formed:

$$Y_i = \beta_0 + \beta_1 \cdot demo_1 + \beta_2 \cdot demo_2 + \beta_3 \cdot JOBS + \varepsilon$$

where:

Y_i is the outcome,

$demo_1$ and $demo_2$ are demographic variables,

$JOBS$ is a dummy variable which is 1 if in the JOBS group, 0 if in the comparison group,

ε_i is a random error term, and

β_i, i=0,1,2,3 are unknown parameters to be estimated. These parameters show how much change is induced in the outcome by a unit of change in $demo_1$, $demo_2$, or $JOBS$.

For individuals in the comparison group the variable *JOBS* is always zero, and the expected value of *Y* will be given by the following formula:

$$E(Y) = \beta_0 + \beta_1 \cdot demo_1 + \beta_2 \cdot demo_2$$

This formula shows that the expected value of *Y* will increase or decrease with the individual's values for the demographic variables. Since the value of the variable *JOBS* is always 1 for a person in the JOBS program, the expected value of *Y* for a person in the JOBS program is:

$$E(Y) = \beta_0 + \beta_1 \cdot demo_1 + \beta_2 \cdot demo_2 + \beta_3$$

Thus, it may be seen that for a person with identical values for $demo_1$ and $demo_2$ the difference in the expected value of the desired outcome is β_3. From this example, one can infer that the parameter β_3 shows the net difference made by the JOBS program for any two individuals who have identical demographic attributes. By analogy, one can also use the value of the parameter β_3 to represent the expected difference between before and after the JOBS program values for the outcome of a single individual.

Estimating the parameter β_3 is as close as one can come to estimating the effect of participation in a JOBS program component, taking account of demographic differences in the sample. Putting $demo_1$ and $demo_2$ into the equation makes it so that β_3 gives the expected value of the difference in outcomes, given that $demo_1$ and $demo_2$ are known. Thus, it may be seen that putting $demo_1$ and $demo_2$ in the equation is necessary so that β_3 will give the correct result. In performing this research the primary interest is in the program parameters analogous to β_3, but one is obliged to put appropriate demographic variables on the right hand side along with the program variables not so much because one is interested in the demographic effects themselves, but for the primary purpose of making sure β_3 is not biased because of their omission.

In addition to using a dummy variable such as *JOBS* in the above equation, it is possible to use continuous variables. For example, if the number of hours of JOBS training (*HOURS*) is substituted for *JOBS* in the above regression, the result is:

$$Y_i = \beta_0 + \beta_1 \cdot demo_1 + \beta_2 \cdot demo_2 + \beta_3 \cdot HOURS + \varepsilon$$

The expected value for non-JOBS observations is the same as before because HOURS will always be zero for non-JOBS observations. The expected value of the outcome for JOBS participants will be:

$$E(Y) = \beta_0 + \beta_1 \cdot demo_1 + \beta_2 \cdot demo_2 + \beta_3 \cdot HOURS$$

This equation shows that for every hour of education received by a person in JOBS, the expected outcome is changed by the amount β_3 relative to a person who received zero hours of education.

There is no difficulty in including on the right hand side of the equation both dummy variables and continuous variables to describe both the program participation and the demographic attributes. In fact, in the final regression equations, there are several dummy variables indicating participation and several continuous variables indicating hours of effort in several JOBS components. Further, since non-JOBS participants are allowed to participate in JOBS-like programs, we have placed non-JOBS program variables in the right hand side of the equation to account for this participation.

The desired outcomes are modeled in a variety of ways, including both dummy variable and continuous variable formulations. When the dependent variable is a dummy variable, our goal is to estimate the probability of being in either the 0 or 1 state as a function of the independent variables. The LOGIT and PROBIT techniques are ideally suited to this task, however they require non-linear estimation methods which were beyond the scope of this project.[4] Instead of LOGIT and PROBIT, the approach used in this research is based on a simple linear probability function.[5] The method offers an excellent approximation to the logic and probit approaches, and is well behaved if the sample is large. The approach is robust, easy to apply, and widely used in evaluation applications. To use the linear probability function approach, one performs ordinary least squares linear regression with a dummy variable for the outcome on the left hand side of the equation and the program and demographic variables on the right hand side. Then the formulas given above for the expected value of Y may be interpreted additionally as estimates of the probability of achieving the desired outcome. The parameter β_3 is then interpreted as the effect of the JOBS program (or of a component-hour) on the probability of the desirable outcome.

One outcome to be modeled, UI wages, has the attribute that many of the observations are zeros. A variable in this situation is called a "limited dependent variable" and calls for special procedures such as the TOBIT[6] procedure or a variant of the split sample procedure described in Schmidt and Witte[7]. These procedures account for the structure of the dependent variable by attacking it as a two part problem. In one part of the problem, the probability of having an observation at the limit is assessed. In the other part of the problem, the model determines the level of wages for those who will have nonzero wages. These two parts of the problem are determined simultaneously--there is no first or second process in a temporal sense. Dividing the problem along these lines is done for the purpose of structuring our understanding of the process, not as the imposition of an artificial ordering of events. In the case of UI wages, the one part is the probability of having zero wages, and the other part is the amount of wages if any are received. The various econometric approaches to solving the two problems differ in the degree to which the two effects are determined simultaneously, and the assumptions regarding how an observation is observed at the limit.

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[4] The literature on the topic of qualitative and limited dependent variables is quite voluminous. Two excellent textbook references are: Michael D. Intriligator, *Econometric Models, Techniques and Applications*, (1978); and Henri Theil, *Principles of Econometrics*, (1971).

[5] Arthur S. Goldberger (1964).

[6] For a discussion of TOBIT, see the same textbook citations as for LOGIT and PROBIT.

[7] Peter Schmidt, and Ann Dryden Witte (1989).

For the analysis of the limited dependent variable UI wages, one of the simplest and most robust estimators, the twin linear probability function estimator was chosen.[8] Under this approach, one performs two regressions. The first is a dummy dependent variable regression in which the dummy dependent variable is one if the person received any wages in a quarter, and zero otherwise. The independent variables are program and demographic variables as appropriate. This regression gives a linear estimate of the probability of a person receiving wages. The other regression is restricted in its population to observations which are not at the limit. In the case at hand, the non-limit population is the population which received wages. The equation for these observations has the amount of wages as the dependent variable, and for independent variables, the appropriate demographic and program variables. The purpose of this regression is to estimate the expected wages one would receive, given that one is in the wage-receiving group.

D. Methodology for AFDC Recidivism Regressions

Recidivism can be modeled using a number of statistical approaches. The structure of recidivism as a statistical variable is very similar in this regard to UI wages, because a large part of the initial population of recidivists never come back just as a large part of the population never earns UI wages. Initially, the split population recidivism model of Schmidt and Witte was fitted to the recidivism data. Unfortunately, the use of the Schmidt and Witte procedure did not produce acceptable results. Accordingly, the twin linear probability function model was applied to each cohort to estimate the probability of return. To apply this procedure, two regressions are executed. In the first regression, the dependent variable is RETURNED, the population is all persons exiting, and the independent variables include the values of the individual's program and demographic variables at the time of exit except that since an exiter cannot be in activities, the variable IN_ACTIVITIES is dropped from the regression, and all program variables reflect the amount of JOBS activity completed at the time of exit. In the second regression, the dependent variable is TTR, and the population includes only recidivists. The independent variables of the second regression are the same as those of the first regression.

The first regression is designed to measure the relationship between JOBS participation and the probability of recidivism. In this regression, contrary to all other regressions in this document, the desirable direction for the impact is *negative*. That is, it is desirable to *reduce* the probability of return. The second regression is designed to measure the impact of JOBS participation on the length of time to return, given that one is a recidivist.

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[8] Goldberger, *op cit.*

In the regressions for RETURNED, the maximum time period to observe a return for the first cohort is 9 quarters. Accordingly, the regression coefficients reflect the influence of program participation on the probability of return in 9 quarters. The maximum time to return for the sixth cohort is only 3 quarters. Accordingly, the regression coefficients relate to the probability of return in 3 quarters. In order compare the results of the regression, it is necessary to get all the regression coefficients to relate to the same probability. To accomplish this, all regression coefficients were standardized to refer to the influence of the program on the probability of exit in one quarter. The following equation was used:

$$P(1) = 1 - (1 - P(n))^{1/n}$$

where:

$P(1)$ is the probability of exit in one quarter, and
$P(n)$ is the probability of exit in n quarters, and
n is a positive integer.

In the graphs that follow, the quantity that is graphed is the influence of the program variable on the probability of exit in one quarter. (In calculus notation, that quantity is $\frac{\partial P(1)}{\partial x_i}$, where x_i is the program variable.)

The measurement of program effects on recidivism is made difficult for a number of reasons. First, the follow up period needs to be long enough to allow clients to exit and re-enter. If the follow up is too short, recidivism will not be observed, even if it is present. For members of the first cohort, the length of the follow-up period approaches acceptability, but for the sixth cohort, the period is obviously too short to observe much recidivism. Second, the sample sizes are smaller because in the one regression, we are excluding all stayers, and in the other, we are excluding all non-recidivists. The sample sizes are further reduced because we have to run the regressions cohort-by-cohort, rather than combining cohorts. In the outcome regressions, the number of observations was nearly 100,000 for most outcomes, and 30,000 for UI wages. However, for the recidivism regressions, the number of observations varied from a high of about 2000 in early regressions for RETURNED, to a low of about 300 for a later regression on TTR. Third, the regressions suffer from omitted variable bias because the data on persons exiting is limited. Once the client exits, all information on the client is cut off, except UI earnings in Texas. It is not known whether the client got married or moved out of state, or what other situation might have motivated the exit. Accordingly, these variables are omitted from our regressions. This omission causes the regressions to suffer bias and statistical inefficiency.

Because of the difficulties outlined in the previous paragraph, it is not surprising that regressions executed on RETURNED and TTR using the entire array of program variables failed miserably. Due to these factors, the array of program variables was collapsed into the single variable JOBSHRS, which is the sum of all hours spent by the client in JOBS activities. Regressions were then run for each cohort to measure the effect of total hours of JOBS participation o the probability of AFDC recidivism.

E. Methodology for Child Care and Transportation Regressions

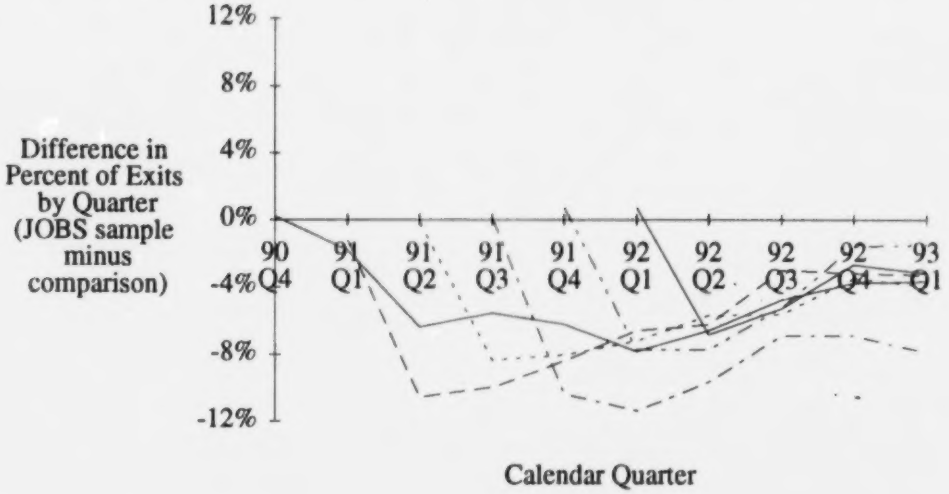
One of the most expensive parts of the JOBS program involves providing child care and transportation to certain participants who need them. The purpose of providing child care and transportation is to increase the likelihood that the recipients will be able to successfully complete their JOBS activities. Accordingly, statistical analysis was planned that would include regressions designed to measure the strength of influence of child care and transportation on the probability of successfully completing activities. Unfortunately, this avenue of analysis proved impossible to operationalize because activity end codes were frequently not assigned, even though the activity appeared to be completed.

Because the end-code analysis proved problematic, a somewhat different specification was developed in which the actual and scheduled hours of activity were compared, and the influence of child care and transportation on the difference between actual and scheduled hours was measured. This specification was ideally suited to the structure of the data, since the participation, child care, and transportation are all recorded on a monthly basis. The independent variables of the regression included the usual demographic variables, plus dummy variables for whether the client had received child care and transportation in that month. The dependent variable measured was the percent of schedule hours missed. Separate regressions were performed for each activity, with the exception of assessment and OJT. Because child care and transportation were generally not given for assessment, we would not expect to see an effect for this component. In the case of OJT, scheduled and actual hours were identical in every case, so that this regression could not be performed.

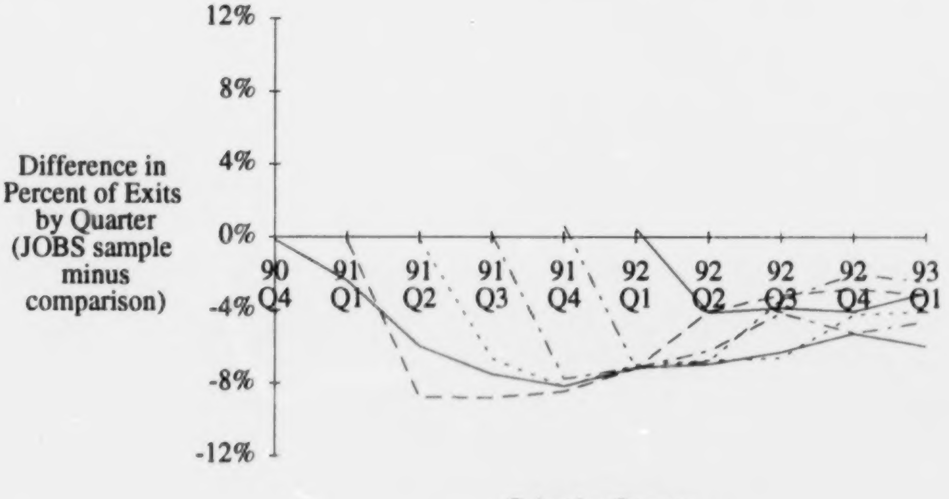
Appendix C

JOBS Program Impacts
Detailed Statistical Results

Figure C.1
Net Impact of JOBS Program on Overall Exits from AFDC
Service Level I



Net Impact of JOBS Program on Overall Exits from AFDC
Service Level II



Source: JOBS Outcomes Research Data Set.

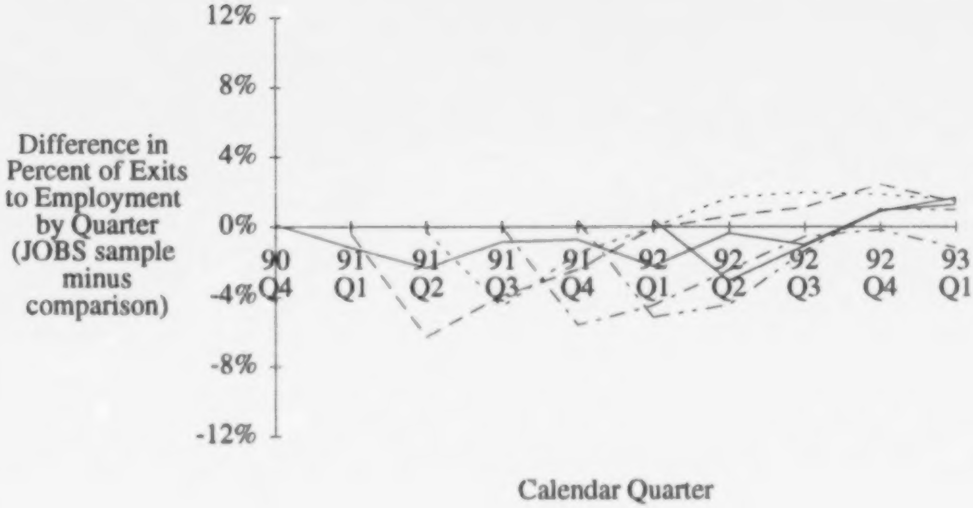
Table C.1
Probability of Overall Exit from AFDC
Summary of Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.220703	25.73	0.21542	24.40
JASO	-0.012673	-2.28	0.031403	6.50
JEDU	0.000401	10.93	0.000282	11.79
JLSS	0.000945	2.98	0.001019	3.77
JTRG	0.000677	17.88	0.000645	15.69
JJSR	-0.000269	-4.09	0.00031	2.36
JASE	0.001278	2.24	0.002084	2.62
TEDU	0.000039426	1.03	0.000061719	3.02
TTRG	0.000068957	4.65	0.00014	3.37
TJSR	0.00008781	1.42	-0.000062527	-0.91
TASE	0.001208	1.51	0.001075	2.11
SASE	-0.026601	-1.09	-0.115681	-2.33
SJSR	0.003772	0.53	0.064842	4.70
SREF	0.003464	5.30	0.003649	3.08
SOTH	0.109936	13.24	0.124101	10.86
NEDU	-0.000134	-4.84	-0.000007576	-0.74
NTRG	0.000006274	0.61	0.000107	5.49
NJSR	0.000038797	0.78	-0.00005085	-0.92
NASE	0.000418	1.40	-0.000697	-0.75
MASE	-0.248463	-4.94	-0.157509	-2.05
MJSR	0.011464	1.31	-0.029795	-2.29
MREF	0.002784	4.06	0.002727	2.57
MOTH	0.063723	9.67	0.100519	13.21
INAC	-0.144325	-51.30	-0.138312	-46.44
INNJACTS	-0.200366	-55.55	-0.153574	-40.26
EVERSANC	-0.067951	-8.54	-0.032981	-6.41
AGEFSTSP	0.000698	2.81	0.000425	1.72
BLACK	-0.024651	-8.02	-0.028894	-9.13
HISPANIC	-0.007039	-2.08	-0.026363	-8.35
NOHS	0.010119	3.01	-0.010448	-3.57
TEENMOM	0.024688	9.39	0.024226	8.73
URBAN	-0.021041	-7.86	-0.009275	-3.44
RURAL	0.022801	6.70	0.012383	3.72
PASTERN	0.000014782	59.30	0.000016471	48.23
OLD	0.007371	1.47	0.018727	3.45
YOUNG	-0.052827	-7.65	-0.03534	-9.20
YNGAGE	0.000574	1.80	-0.000508	-1.53
MT1KID	-0.031756	-13.18	-0.046515	-19.26
UNEMP	0.000071078	0.15	0.001231	2.64
TTIME	-0.000010128	-10.06	-0.000007144	-7.73

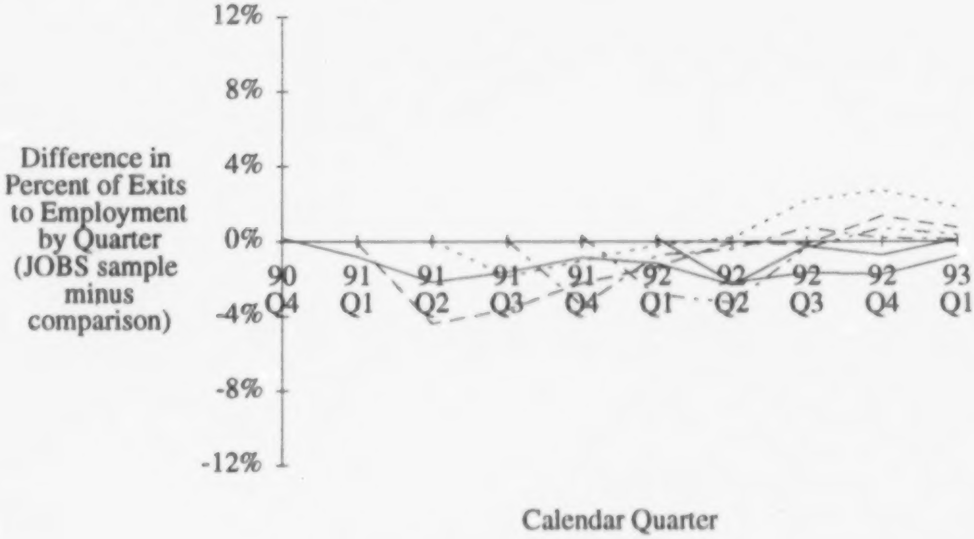
Dependent Mean	0.15606		0.1252	
R-Squared	0.13		0.12	

Source: JOBS Outcomes Research Data Set.

Figure C.2
Net Impact of JOBS Program on Exits from AFDC to Employment Service Level I



Net Impact of JOBS Program on Exits from AFDC to Employment Service Level II



Source: JOBS Outcomes Research Data Set.

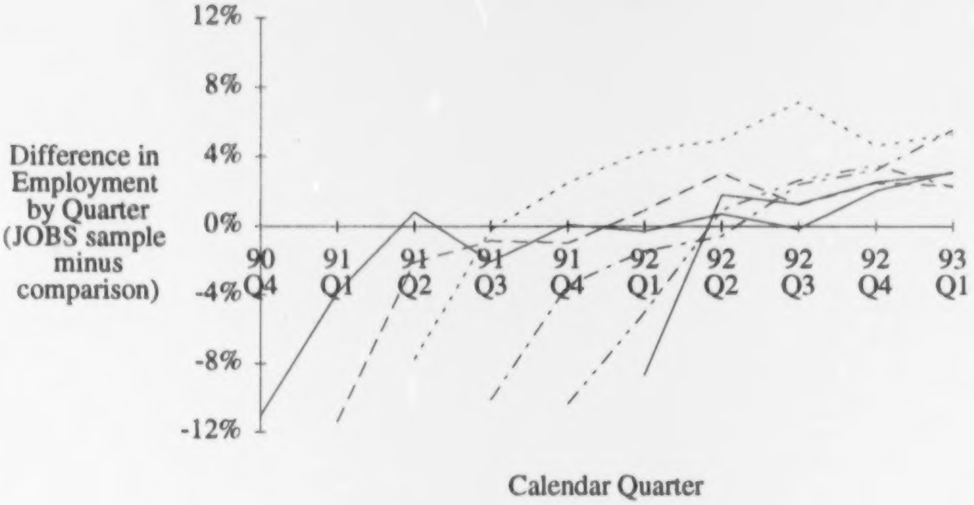
Table C.2
Probability of Exit from AFDC to Employment
Summary of Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.112234	16.05	0.087455	14.00
JASO	0.006378	1.41	0.01966	5.75
JEDU	0.000293	9.77	0.000151	8.90
JLSS	0.000915	3.54	0.000928	4.85
JTRG	0.000599	19.40	0.000532	18.29
JJSR	-0.000002505	-0.05	0.000485	5.22
JASE	0.001242	2.68	0.001422	2.53
TEDU	-0.000040015	-1.28	0.000046853	3.24
TTRG	0.000017252	1.43	0.000111	3.79
TJSR	0.000133	2.64	0.00001778	0.36
TASE	0.0014	2.14	0.001429	3.97
SASE	0.005313	0.27	0.01363	0.39
SJSR	0.001289	0.22	0.029119	2.98
SREF	0.003018	5.66	0.004222	5.05
SOTH	0.088121	13.02	0.082032	10.14
NEDU	-0.000054456	-2.41	-0.000008631	-1.18
NTRG	0.000018485	2.20	0.000112	8.10
NJSR	0.000000744	0.02	0.000064153	1.63
NASE	0.000725	2.99	-0.000191	-0.29
MASE	-0.161309	-3.93	-0.073781	-1.36
MJSR	0.006924	0.97	0.002136	0.23
MREF	0.004622	8.27	0.004272	5.68
MOTH	0.048868	9.09	0.047672	8.86
INAC	-0.062813	-27.38	-0.047515	-22.55
INNJACTS	-0.110202	-37.47	-0.060414	-22.39
EVERSANC	-0.047274	-7.29	-0.024568	-6.75
AGEFSTSP	-0.000384	-1.90	-0.000348	-1.99
BLACK	0.00109	0.44	-0.006408	-2.86
HISPANIC	0.013244	4.80	-0.004125	-1.85
NOHS	-0.000199	-0.07	-0.012969	-6.27
TEENMOM	0.008583	4.00	0.007395	3.77
URBAN	-0.017198	-7.88	-0.004171	-2.19
RURAL	0.013901	5.01	0.004117	1.75
PASTERN	0.00001788	87.96	0.000020507	84.90
OLD	-0.000572	-0.14	0.005704	1.49
YOUNG	-0.027096	-4.81	-0.016398	-6.03
YNGAGE	0.00056	2.15	0.0005	2.13
MT1KID	-0.015578	-7.93	-0.017285	-10.12
UNEMP	-0.001228	-3.13	-0.000499	-1.51
TTIME	-0.000004963	-6.05	-0.000002626	-4.02

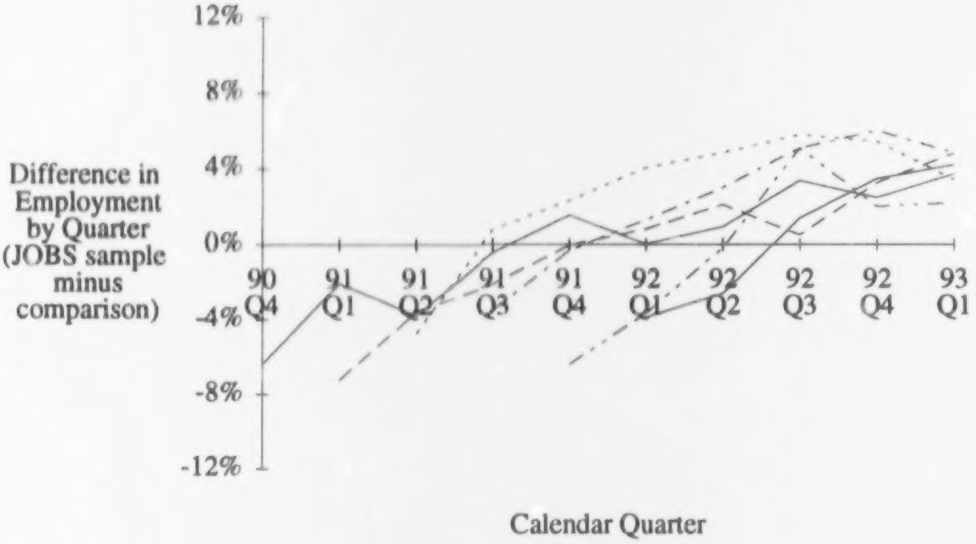
	Service Level I	Service Level II
Dependent Mean	0.09704	0.0586
R-Squared	0.13	0.12

Source: JOBS Outcomes Research Data Set.

Figure C.3
Net Impact of JOBS Program
on Employment Regardless of AFDC Exit
Service Level I



Net Impact of JOBS Program
on Employment Regardless of AFDC Exit
Service Level II



Source: JOBS Outcomes Research Data Set.

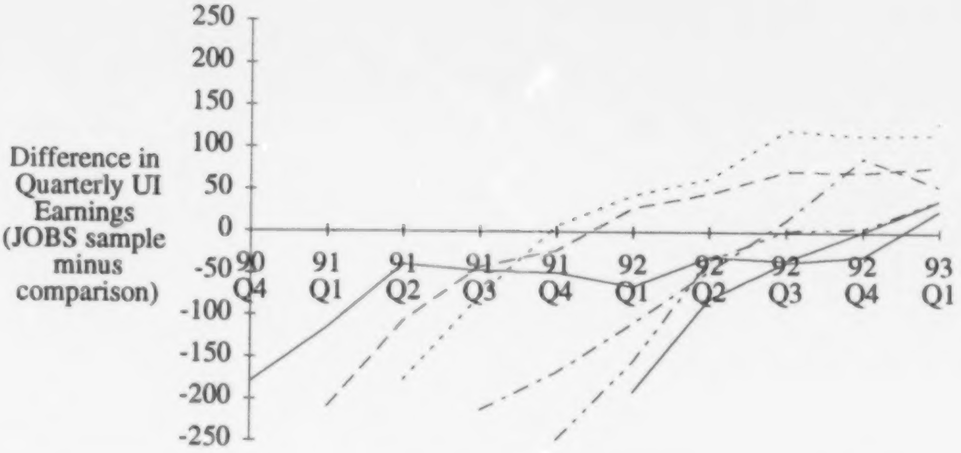
Table C.3
Probability of Employment Regardless of AFDC Exit
Summary of Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.419934	38.03	0.295463	26.80
JASO	-0.010708	-1.49	0.010737	1.78
JEDU	0.000232	4.91	0.000163	5.47
JLSS	0.000271	0.66	0.00038	1.13
JTRG	0.000441	9.06	0.000447	8.72
JJSR	0.000149	1.76	0.000456	2.78
JASE	-0.001872	-2.55	-0.000176	-0.18
TEDU	-0.000014924	-0.30	0.000085876	3.37
TTRG	0.000012564	0.66	0.000002519	0.05
TJSR	0.00015	1.88	-0.000018161	-0.21
TASE	0.000039852	0.04	0.000999	1.57
SASE	0.004846	0.15	0.068357	1.10
SJSR	-0.010376	-1.13	-0.011043	-0.64
SREF	0.005976	7.10	0.010758	7.29
SOTH	0.095053	8.89	0.100498	7.04
NEDU	-0.000018855	-0.53	-0.000029847	-2.32
NTRG	0.000012721	0.96	0.000109	4.50
NJSR	0.000064196	1.00	0.000088382	1.28
NASE	0.000206	0.54	0.001863	1.61
MASE	0.015329	0.24	0.300567	3.13
MJSR	0.00432	0.38	-0.001775	-0.11
MREF	0.009023	10.23	0.013185	9.94
MOTH	0.071374	8.41	0.075316	7.93
INAC	0.004995	1.38	-0.004465	-1.20
INNJACTS	0.014085	3.03	0.019981	4.20
EVERSANC	-0.002428	-0.24	0.016905	2.63
AGEFSTSP	-0.005045	-15.78	-0.002329	-7.57
BLACK	0.052288	13.22	0.011884	3.01
HISPANIC	0.023119	5.31	-0.007197	-1.83
NOHS	-0.006405	-1.48	-0.015655	-4.29
TEENMOM	0.007028	2.08	0.011014	3.18
URBAN	-0.027422	-7.95	-0.012357	-3.67
RURAL	-0.009737	-2.22	-0.012508	-3.01
PASTERN	0.000034618	107.87	0.000043197	101.33
OLD	0.016257	2.52	-0.001901	-0.28
YOUNG	-0.024271	-2.73	-0.009279	-1.94
YNGAGE	0.002442	5.95	0.001946	4.70
MT1KID	-0.01695	-5.47	-0.022925	-7.60
UNEMP	-0.006006	-9.69	-0.004709	-8.08
TTIME	-0.000025701	-19.83	-0.000015604	-13.53

Dependent Mean	0.33358		0.22462	
R-Squared	0.14		0.13	

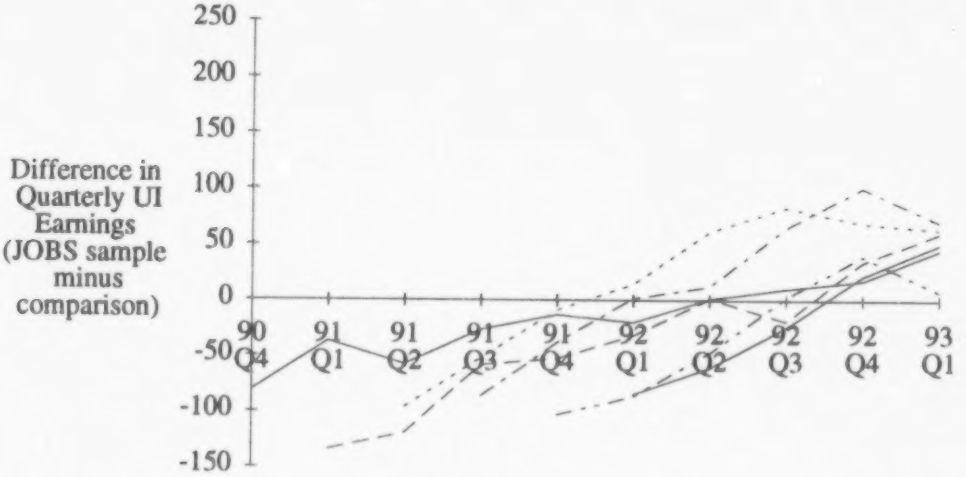
Source: JOBS Outcomes Research Data Set.

Figure C.4
Net Impact of JOBS Program on Quarterly UI Earnings
Service Level I



Calendar Quarter

Net Impact of JOBS Program on Quarterly UI Earnings
Service Level II



Calendar Quarter

Source: JOBS Outcomes Research Data Set.

Table C.4
Quarterly UI Earnings
Summary of Regression Results

	Service Level I		Service Level II	
Regressor	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	912.914046	19.60	713.611709	12.59
JASO	-17.157349	-0.57	8.499365	0.29
JEDU	1.068194	6.46	0.349852	2.84
JLSS	3.509523	2.23	2.540497	1.49
JTRG	1.161345	7.28	0.99363	5.68
JJSR	-0.54535	-1.60	1.294814	1.90
JASE	-1.47582	-0.40	7.635614	1.41
TEDU	-0.225987	-1.19	0.010526	0.13
TTRG	0.124955	1.65	0.207857	1.06
TJSR	0.408046	1.34	-0.147735	-0.31
TASE	-0.691483	-0.24	1.865196	0.96
SASE	-225.135206	-2.08	227.087714	1.13
SJSR	0.273458	0.01	12.789829	0.19
SREF	-0.848217	-0.33	-14.935177	-2.89
SOTH	80.893047	2.09	44.505678	0.83
NEDU	-0.373773	-1.83	0.064699	0.74
NTRG	0.450594	6.79	0.45636	5.14
NJSR	0.652429	1.99	0.273961	0.72
NASE	3.931437	2.09	-3.478418	-0.88
MASE	-255.010498	-1.11	-552.627472	-2.17
MJSR	25.943306	0.63	-52.26707	-0.78
MREF	2.677444	0.96	10.301212	2.34
MOTH	2.077513	0.07	54.861488	1.40
INAC	-221.627043	-13.85	-189.728821	-9.67
INNJACTS	-410.076954	-21.55	-246.143196	-10.61
EVERSANC	25.843794	0.58	-14.548073	-0.44
AGEFSTSP	7.52875	5.46	11.075201	6.84
BLACK	-107.008333	-6.42	-74.244963	-3.77
HISPANIC	17.994819	0.97	37.745322	1.92
NOHS	-119.39043	-6.43	-118.751616	-6.64
TEENMOM	-16.922889	-1.21	15.620856	0.89
URBAN	20.875684	1.46	48.829098	2.92
RURAL	-4.218416	-0.23	4.30809	0.20
PASTERN	0.087156	79.43	0.10153	72.39
OLD	-90.296409	-3.10	-145.312516	-3.78
YOUNG	-81.307973	-2.19	-88.867916	-3.72
YNGAGE	-2.510869	-1.42	-4.013628	-1.82
MT1KID	-6.175065	-0.48	-10.810891	-0.71
UNEMP	-0.167486	-0.06	-6.640622	-2.05
TTIME	0.013298	2.27	0.024607	3.94

Dependent Mean	1341.41936		1094.98718
R-Squared	0.21		0.26

Source: JOBS Outcomes Research Data Set.

Table C.5
Probability of Return to AFDC
Cohort 1 Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.784331	8.27	0.721278	8.61
JOBSHRS	-0.000594	-2.12	-0.000163	-1.01
JTPAHRS	-0.00004103	-0.30	0.000095034	0.31
SAMSDUM	-0.129043	-1.60	-0.060704	-0.56
NJJTPA	0.000006014	0.09	-0.000379	-1.88
NJSAMS	-0.031067	-0.65	-0.089432	-1.75
EVERSANC	-0.127907	-0.89	0.145331	2.59
AGEFSTSP	-0.013623	-4.75	-0.011962	-5.12
BLACK	0.01047	0.30	0.075351	2.38
HISPANIC	-0.06137	-1.60	0.000414	0.01
NOHS	0.067887	1.92	0.105924	3.79
TEENMOM	-0.080189	-2.75	-0.067734	-2.49
URBAN	-0.030667	-1.01	-0.000846	-0.03
RURAL	0.010499	0.31	0.014248	0.45
PASTERN	-0.00000283	-0.85	0.000002326	0.54
OLD	0.068842	1.22	-0.011708	-0.22
YOUNG	0.171326	1.88	0.091331	2.22
YNGAGE	0.009426	2.76	0.013379	4.52
MT1KID	0.059856	2.21	0.052555	2.29
UNEMP	0.005518	1.08	-0.004005	-0.88
TTIME	-0.000018715	-1.62	-0.000030133	-3.30

Dependent Mean	0.49708		0.54963
R-Squared	0.04		0.06

Source: JOBS Outcomes Research Data Set.

Table C.6
Probability of Return to AFDC
Cohort 2 Regression Results

	Service Level I		Service Level II	
Regressor	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.744771	8.98	0.955795	10.26
JOBSHRS	-0.000396	-2.26	-0.000171	-1.06
JTPAHRS	0.000178	0.90	-0.000127	-1.44
SAMSDUM	-0.058944	-0.83	0.087661	0.78
NJJTPA	-0.00008529	-0.70	-0.000041272	-0.38
NJSAMS	-0.011085	-0.25	0.047965	0.85
EVERSANC	0.031267	0.36	0.035338	0.58
AGEFSTSP	-0.01104	-4.71	-0.017857	-6.74
BLACK	0.116563	4.00	0.003401	0.10
HISPANIC	0.055193	1.73	-0.022245	-0.66
NOHS	0.097412	3.00	0.023005	0.75
TEENMOM	-0.083157	-3.36	-0.106719	-3.61
URBAN	-0.038361	-1.52	0.004531	0.15
RURAL	-0.017588	-0.54	0.000369	0.01
PASTERN	-0.000001537	-0.58	-0.000001542	-0.50
OLD	-0.022835	-0.47	0.008706	0.14
YOUNG	0.117205	1.33	0.124942	2.76
YNGAGE	0.008235	2.86	0.014727	4.18
MT1KID	0.040691	1.81	0.069098	2.68
UNEMP	-0.007719	-1.65	-0.005146	-1.02
TTIME	-0.000018955	-1.99	-0.000039513	-3.79

Dependent Mean	0.46581		0.52735
R-Squared	0.04		0.06

Source: JOBS Outcomes Research Data Set.

Table C.7
Probability of Return to AFDC
Cohort 3 Regression Results

	Service Level I		Service Level II	
Regressor	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.684277	8.75	0.74593	7.17
JOBSHRS	-0.000758	-2.71	-0.00004673	-0.29
JTPAHRS	0.00012	0.69	0.001143	2.02
SAMSDUM	0.009658	0.14	-0.189945	-1.99
NJJTPA	-0.000146	-1.08	-0.000004202	-0.02
NJSAMS	0.010244	0.24	-0.12285	-2.00
EVERSANC	0.042594	0.42	0.047351	0.62
AGEFSTSP	-0.012284	-5.23	-0.014952	-4.91
BLACK	0.066712	2.35	0.057692	1.60
HISPANIC	0.028094	0.90	0.026355	0.77
NOHS	-0.006217	-0.19	0.067006	1.95
TEENMOM	-0.077427	-3.07	-0.0951	-2.78
URBAN	0.04521	1.79	-0.030065	-0.97
RURAL	0.065626	2.07	0.007535	0.20
PASTERN	-0.000001073	-0.48	0.000003591	0.81
OLD	0.049685	0.96	-0.034816	-0.47
YOUNG	0.132331	2.21	0.139226	3.38
YNGAGE	0.006998	2.22	0.019033	4.69
MT1KID	0.042961	1.88	0.048567	1.74
UNEMP	-0.003326	-0.69	-0.00034	-0.06
TTIME	-0.000015269	-1.41	-0.000037447	-3.10

Dependent Mean	0.43957		0.50443	
R-Squared	0.04		0.06	

Source: JOBS Outcomes Research Data Set.

Table C.8
Probability of Return to AFDC
Cohort 4 Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.618617	7.43	0.521117	4.20
JOBSHRS	-0.000238	-0.72	-0.000626	-2.08
JTPAHRS	-0.000138	-0.56	0.000945	1.54
SAMSDUM	-0.102019	-1.81	-0.202968	-1.93
NJJTPA	0.000026993	0.38	-0.000941	-1.12
NJSAMS	-0.019996	-0.52	0.052959	0.76
EVERSANC	0.219379	2.16	0.235266	2.59
AGEFSTSP	-0.011955	-4.76	-0.009604	-2.58
BLACK	0.093477	3.23	0.087906	2.07
HISPANIC	0.048426	1.50	0.031972	0.78
NOHS	0.016029	0.47	0.073741	1.77
TEENMOM	-0.014647	-0.59	-0.042611	-1.08
URBAN	0.013692	0.52	0.00047	0.01
RURAL	-0.017661	-0.54	0.016499	0.35
PASTERN	-0.000003298	-1.50	0.000001241	0.35
OLD	-0.01042	-0.19	0.063441	0.64
YOUNG	0.093898	1.61	0.033965	0.75
YNGAGE	0.004714	1.47	0.004213	0.79
MT1KID	0.039447	1.73	0.024564	0.74
UNEMP	0.000328	0.06	0.003995	0.59
TTIME	-0.000015523	-1.42	-0.000004188	-0.28

	Service Level I	Service Level II
Dependent Mean	0.39898	0.48194
R-Squared	0.05	0.04

Source: JOBS Outcomes Research Data Set.

Table C.9
Probability of Return to AFDC
Cohort 5 Regression Results

Regressor	Service Level I		Service Level II	
	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.552466	6.53	0.580674	4.05
JOBSHRS	-0.000216	-0.40	-0.001271	-1.59
JTPAHRS	-0.000013853	-0.08	-0.00014	-1.26
SAMSDUM	-0.059508	-0.97	0.084941	0.54
NJJTPA	0.000044531	0.43	-0.000088071	-1.15
NJSAMS	-0.009426	-0.23	-0.027811	-0.40
EVERSANC	0.141136	1.45	-0.091214	-0.84
AGEFSTSP	-0.007462	-3.04	-0.012141	-2.80
BLACK	0.029301	0.99	0.060274	1.27
HISPANIC	0.03712	1.13	0.001694	0.04
NOHS	-0.009761	-0.29	0.050547	1.08
TEENMOM	0.005659	0.22	-0.054778	-1.29
URBAN	-0.032709	-1.23	0.015152	0.38
RURAL	-0.069718	-1.99	0.014243	0.26
PASTERN	-0.000001161	-0.58	-0.000000809	-0.19
OLD	0.016938	0.32	-0.074	-0.70
YOUNG	0.048745	0.79	0.057771	1.07
YNGAGE	0.003098	0.99	0.009364	1.55
MT1KID	0.078042	3.36	0.021932	0.60
UNEMP	-0.004087	-0.85	0.006217	0.85
TTIME	-0.000010423	-0.94	-0.000012269	-0.72

Dependent Mean	0.37539		0.44505
R-Squared	0.02		0.04

Source: JOBS Outcomes Research Data Set.

Table C.10
Probability of Return to AFDC
Cohort 6 Regression Results

	Service Level I		Service Level II	
Regressor	Coefficient	t-ratio	Coefficient	t-ratio
INTERCEPT	0.260154	2.89	0.426073	3.03
JOBSHRS	-0.000308	-0.09	-0.001118	-0.57
JTPAHRS	0.000502	1.63	NA	NA
SAMSDUM	-0.038379	-0.44	0.130796	0.53
NJJTPA	0.000284	2.28	-0.000198	-0.70
NJSAMS	-0.029399	-0.67	-0.108928	-1.38
EVERSANC	0.066633	0.62	-0.082212	-0.79
AGEFSTSP	-0.004308	-1.68	-0.00315	-0.80
BLACK	0.073169	2.32	0.089069	1.81
HISPANIC	0.031879	0.96	-0.013866	-0.30
NOHS	-0.066654	-1.79	0.008291	0.16
TEENMOM	-0.008522	-0.31	-0.060908	-1.36
URBAN	0.06192	2.10	0.004335	0.10
RURAL	-0.002227	-0.06	0.049049	0.84
PASTERN	-0.000003981	-1.90	-0.000000368	-0.07
OLD	-0.087937	-1.59	-0.089017	-0.83
YOUNG	0.037858	0.54	0.059867	1.07
YNGAGE	0.002806	0.84	-0.003482	-0.60
MT1KID	0.058718	2.38	0.060411	1.53
UNEMP	0.010226	1.82	-0.001703	-0.20
TTIME	0.000013132	1.09	0.000007312	0.42

Dependent Mean	0.33419		0.37371
R-Squared	0.04		0.03

Source: JOBS Outcomes Research Data Set.

Appendix D

Texas JOBS Evaluation Participant Survey Methodology

Overview. The Texas JOBS Evaluation Participant Survey used a longitudinal panel design consisting of two rounds of interviews: the first during the summer of 1992 and the second one year later, during the summer of 1993. For the first round of interviews, researchers chose a study group from a pool of active JOBS participants who, where possible, had recently begun the program. The longitudinal panel approach enabled researchers to contact and interview these study participants again one year later to measure changes in respondents' perceptions and experiences with the Texas JOBS program.

Sample Range and Size. The sample for this survey was drawn from active JOBS participants in each of the four Texas JOBS Evaluation study sites. Perceptions recorded in this survey are from those AFDC clients who: 1) have been outreached or heard about the program through other means; 2) responded to the outreach (response rates were reportedly as low as 5 to 10 percent per outreach effort in some areas); 3) were able and willing to participate in the program; and 4) were willing and able to have consistent attendance in JOBS classes and activities.

During year one of the survey (summer, 1992), those JOBS participants that most recently began the program were targeted for first-round interviews. For the first round, 176 JOBS participants were interviewed (see Table D.1). Researchers were able to contact 81 of these same participants and interview them during the second round. Additionally, JOBS case file information regarding program participation and outcomes provided follow-up data for all but ten of those interviewed during year one.

Table D.1
Distribution of Interviews and Available Case File Information

	NACOGDOCHES/ ANGELINA	BEXAR	TARRANT	HIDALGO	TOTAL
Number of first-round surveys	23	70	44	39	176
Number of second-round surveys	12	26	20	23	81
Number with case file information	23	60	44	39	166

Source: 1992 and 1993 Participant Interviews and Participant Case File Information

Characteristics of Respondents Not Included in Sample. Table D.2 presents demographic and other characteristics for those respondents interviewed during year one, but not during year two. Comparing these characteristics with those found in Table 6.1

for sample respondents, it is noted that respondents not interviewed in year two are younger on average by four years. The race/ethnic breakdown remained very similar with Hispanics in the majority.

Slightly more than one-fifth of respondents reported having 12 years of education or more, less than the educational attainment of the sample. Tarrant and Hidalgo counties again had the highest percentage of respondents with at least a 12th grade education, while Nacogdoches/Angelina and Bexar counties had the highest percentage with less than a 12th grade education.

The average number of children the respondents had was lower than that of the sample. Fifty percent of the respondents' children were less than six years of age whereas only 29 percent of the sample's children were. The average age of the children was three years younger than that of the sample's children. Respondents from Bexar county had the highest percentage of children under six years of age.

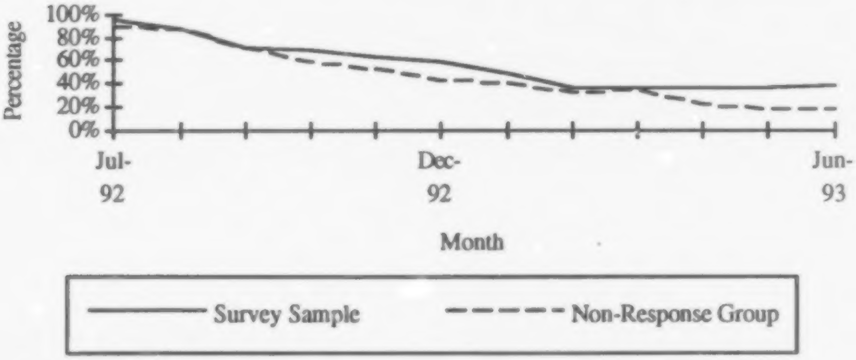
Table D.2
Characteristics of Respondents Not Included in Sample

CHARACTERISTIC	NACOGDOCHES/ ANGELINA	BEXAR	TARRANT	HIDALGO	TOTAL
Age:					
Mean	31	30	28	34	30
Maximum	43	51	48	45	51
Sex:					
Males (%)	9	5	0	6	4
Females (%)	91	95	100	94	96
Ethnicity:					
White (%)	27	20	21	6	19
African American (%)	55	7	58	0	24
Hispanic (%)	0	73	13	94	53
Educational attainment:					
Less than 12th grade (%)	73	89	63	69	77
12th grade or higher (%)	27	11	37	31	23
Number of Children:					
Mean	3	2	2	3	2
Maximum	5	6	5	6	6
Age of children:					
Less than 6 years of age (%)	42	57	44	45	50
6-12 years of age (%)	26	30	30	30	30
Mean	9	6	8	8	7
Maximum	22	26	27	20	27

Source: 1992 Participant Interviews

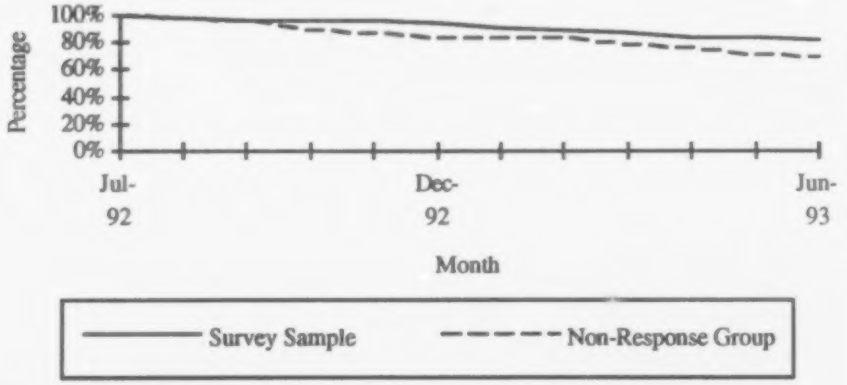
Figures D.1-3 further illustrate the differences between respondents interviewed during both years (survey sample) and those only interviewed during year one (non-response group) based on available JOBS case file data from July 1992 to June 1993. Members of the survey sample had higher percentages of both active JOBS participants and AFDC receipients as compared to the non-response group although only averaging less than 10 percent below in both cases. The non-response group had a higher percentage of employed participants as compared to the survey sample by an average of six percent for the 12 months examined.

Figure D.1
Average Percentage of Participants with JOBS Component Hours



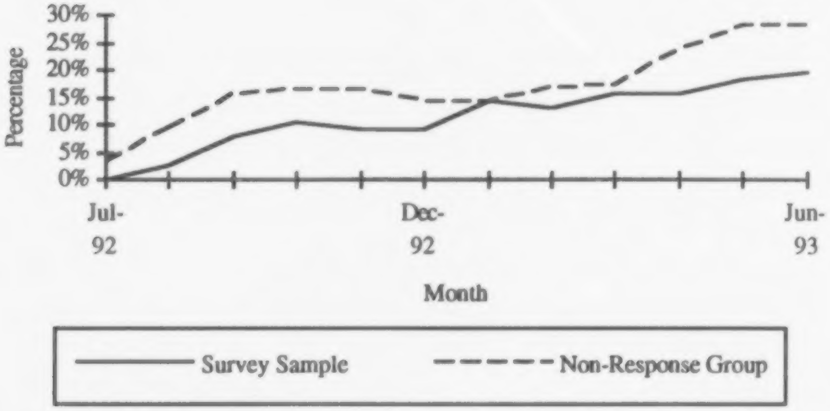
Note: Data not available for all respondents
Source: Participant Case File Information

Figure D.2
Average Percentage of Participants That Are AFDC Recipients



Note: Data not available for all respondents
Source: Participant Case File Information

Figure D.3
Average Percentage of Participants That Are Employed



Note: Data not available for all respondents
Source: Participant Case File Information

Sources of Possible Survey and Non-Response Bias. Participant interviews were scheduled to be administered for at least one week at each of the four field sites. Classes such as Survival Skills, adult education, and job readiness provided access to a large enough number of active participants allowing efficient use of the time spent in each site. This approach, however, excluded those participating only in individual activities, such as self-initiated education, volunteer work experience, or individual job search. A secondary method of accessing participants was through JOBS facilities (DHS or TEC) where case managers were able to call in participants to take part in the survey. While this second method provided access to those in individual activities, this practice was only used as a "last resort."

These methods of accessing JOBS participants assume that the participant was attending scheduled JOBS classes and was not part of the subgroup of those with active case files but who were not participating in a component. Examples include participants who were waiting for available classes, those who had chosen not to attend classes but had not yet gone through conciliation or sanctioning, and those who had good cause for a break in attendance and whose JOBS case remains open.

Another source of survey bias was the inclusion of participants with prior JOBS program experience. At the time of the first round of interviews, the majority of respondents had participated in the program for approximately two months. While this was true for most respondents, some respondents were past participants who had returned to the program within two months prior to the interview date. Such recidivists, whether they were re-outreached since completing the program in a previous year or returning from a break in participation due to a "good cause" absence, were difficult to identify both because the participant was unsure if she/he was returning to the same program and because case file information regarding past participation was often unclear.

The sources of non-response during the second round of interviews included participants' lack of: (1) a stable living situation, (2) continued participation in the JOBS program and/or (3) contact with a DHS case manager. Table D.3 details the three barriers to interviewing a participant found during the second round of interviews. Fifty-eight percent of the 95 participants not interviewed were not at their residence during the multiple times researchers attempted contact them in person or by telephone, while 22 percent had moved and left no forwarding address. Of the remaining 20 percent, 68 percent (13 persons) did not want to be interviewed and 32 percent (six persons) had justifiable reasons for not being interviewed. In Tarrant county, one person was in the hospital, two had moved out of the county and one was in jail; two persons had migrated for agricultural work from Hidalgo county.

Table D.3
Sources of Non-Response in Second Round Interviews by Study Site

COUNTY	NON-CONTACTS (%)	MOVERS (%)	REFUSAL TO PARTICIPATE (%)	% OF TOTAL
Nacogdoches/ Angelina	18	46	36	12
Bexar	73	20	7	46
Tarrant	50	17	33	25
Hidalgo	56	19	25	17
TOTAL (All Sites)	58	22	25	100

Source: 1993 Participant Interview Field Notes

Data Retrieval, Management, and Analysis.

Survey instrument. Both year-one and year-two survey instruments were designed based on the five key subquestions presented in Section VI. Year-two questions remained the same in most cases so as to measure changes in respondents' answers to identical questions. Matrices were added to the year-two instrument where chronological data was recorded on respondents employment and child care usage in the intevening period. The five key questions were expanded to nine survey topics in each instrument: general background information; job goals and values; perceptions of the JOBS program; education and work history; needs and circumstances; current participation in the program; past or completed JOBS components; economic self-sufficiency; and work, parenting and welfare. A section to incorporate information from respondents' case files was also included. Data from the first-year interviews provided baseline observations on the nine survey topics. The results from the second interviews provided not only comparative data for use with the first interviews, but also supplied data to contribute to the evaluation of JOBS program outcomes.

Interview technique. A 30-minute face-to-face interview was conducted with each participant for both rounds. All year-one interviews were conducted at JOBS activities sites (DHS offices, TEC/Maximus offices, adult education classrooms, etc.). Tracking information was taken from each respondent to facilitate contact for the year-two interview one year later. Year-two interviews were conducted primarily at respondents' residences. Two researchers traveled as a pair to conduct these home visits. Immediately before the interviewer began the questionnaire, a consent form would be given to each interviewee to read and sign during both rounds of interviews. The form was read aloud by the interviewer and explained, if necessary. Interviewees were reminded of the confidential nature of the survey, and told that they could refuse to answer any question or stop the interview at any time. Respondents were to remain anonymous.

Case File Information. After each session of interviews was completed, JOBS case file information was recorded for each respondent. Such information was available for all but 10 of the 176 year-one respondents although in inconsistent formats. Some files had detailed employment and training information while others did not, household composition information was not always complete, and occupational goals were often "undecided," "obtain GED," or left blank. Lists of significant barriers and assets varied with the point of view of different case managers. For example, some case managers listed transportation or child care as potential barrier, while others did not because support in these areas was supplied through the JOBS program.

Case files also contained only information about the *most recent* JOBS participation. If participants were formerly active and then had their case closed, few records were kept of their earlier participation. Information items that were consistently available and useful from case files included: service level, exemption status, occupational goal (if any), chronology of participation, and list of scheduled components. Information about work and education history, household composition, and significant barriers was useful for spot checking responses the participant gave during the interviews.

Data Management and Analysis. After all interviews were completed and all available data from case files were retrieved, interviews were manually checked for inconsistencies and errors. Instruments from both rounds of interviews contained precoded questions as well as a few open questions. The open questions were coded using, where possible, the same categories from year one. After creating the code book for all survey questions, the data were transferred to a computer. Frequency counts were carried out for each variable to check for accuracy and consistency in data entry. These procedures were used following both rounds of interviews.

B. Year-Two Survey Instrument

JOBS EVALUATION PROJECT
PARTICIPANT PERCEPTION QUESTIONNAIRE
YEAR TWO FOLLOW-UP

Interview date: ☐ I.D. Number: ☐

I. UPDATE OF BACKGROUND INFORMATION

I.1. Have you moved since last summer? ☐

I.2.a. How would you rate your new house or new apartment as a place for you and your family to live? ☐

I.2.b. Why is it *insert answer to I.2.a*?

☐

I.3.a. What about the new neighborhood you live in? All things considered, how do you rate your new neighborhood as a place to live? ☐

I.3.b. Why is it *insert answer to I.3.a*?

☐

I.4.a. How many children do you have? ☐

I.4.b. What are their ages? ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

I.5. Did you get married or get divorced or separated since last summer? ☐

I.6. What other changes in your family size have happened since last summer? ☐

I.7.a. What form of transportation do you normally use to get around town? ☐ ☐

I.7.b. How reliable would you say *(insert response to I.7.a.)* is? For example, can you go where you want to when you want to? ☐

I.8.a. Have you continued receiving AFDC checks every month since last summer? ☐

I.8.b. During what months did you stop receiving your AFDC payments since last summer? Why did you stop receiving your AFDC payments during these months?

Months off AFDC	Why no AFDC?
☐	☐

I.9.a. Have you continued participating in the JOBS program since last summer? ☐

I.9.b. During what months did you stop participating in the JOBS program? Why did you stop participating in JOBS during these months?

Months off JOBS	Why not in JOBS?
☐	☐ ☐

I.10. Did you work for pay at any time since last summer? ☐ 1 = yes 2 = no 8 = DWTA 9 = DK

Months worked 30+ hrs/wk at minimum wage ($4.25) or more ☐

I.11.a. Duration of job (# months) ?	**I.11.b.** Type of work?	**I.11.c.** Hours per week?	**I.11.d.** Wage per hour?	**I.11.e.** Received benefits?
☐	☐	☐	☐	☐
☐	☐	☐	☐	☐
☐	☐	☐	☐	☐

0=no benefits
1=at least health
2=benefits, but no health
9=DK

I.12.a. Have you gotten any training in a new skill or trade since last summer? ☐

I.12.b. When were you in the training program?

Months in training program ☐

I.12.c. What type of skill did you learn? ☐ (use 5 digit occupational code)

I.12.d. Did you complete the training? ☐

I.12.e. Was the training program part of JOBS? ☐

II. NEEDS AND CIRCUMSTANCES

SOCIAL ASSISTANCE TABLE

Category	II.1.a. Received assistance?	II.1.b. Source?	II.1.c. Needs covered?
Income (cash assist.)	☐	☐ ☐	☐
Food	☐	☐ ☐	☐
Housing	☐	☐ ☐	☐
Utilities	☐	☐ ☐	☐
Medical	☐	☐ ☐	☐
Transportation	☐	☐ ☐	☐
Child care	☐	☐ ☐	☐
Adult care			

III. CHILD CARE

	III.1. Type Care?	**III.2.** 1=JOBS, 2=transitional, or 3=neither?
Aug 93	☐	☐
Jul 93	☐	☐
Jun 93	☐	☐
May 93	☐	☐
Apr 93	☐	☐
Mar 93	☐	☐
Feb 93	☐	☐
Jan 93	☐	☐
Dec 92	☐	☐
Nov 92	☐	☐
Oct 92	☐	☐
Sep 92	☐	☐
Aug 92	☐	☐
Jul 92	☐	☐
Jun 92	☐	☐

CHILD CARE CODES:

1. Licensed child care facility, full day
2. Licensed child care facility, half day
3. Licensed child care facility, evenings
4. After school care facility
5. Youth camp/Day camp facility
6. Leave children with family members in another home
7. Leave children with family members in my home
10. Leave children with friends/neighbors in another home
11. Leave children with friends/neighbors in my home
12. Spouse takes care of children full time
13. No regular source of child care
14. Parent stay with children
15. Other (specify)
8. DWTA
9. DK

Enter type(s) of care listed in III.1 (excluding 14)	**III.3.** Convenience	**III.4.** Quality	**III.5.** Safety	**III.6.** Change care? If yes to change care, enter code of prefered care No change=0 Change within care type=16
☐	☐	☐	☐	☐
☐	☐	☐	☐	☐
☐	☐	☐	☐	☐

III. 8. Do you think you are/were able to spend enough time with your children while in the JOBS program? ☐

III. 9. Do you think you are/would be able to spend enough time with your children when/if you have/had a full-time job? ☐

IV. PROGRAM PERCEPTION

IV.1. Now that you have had some experience with the JOBS program, what would you say is the program's purpose? ☐ ☐ ☐

IV.2. Were you required to participate in the JOBS program or did you volunteer? ☐

IV.3. What did you expect to get out of participating in the JOBS program?

☐ ☐ ☐

IV.4.a. How well do you think JOBS has helped you get *(response to IV.3.)*?

☐

IV.4.b. Why would you say the JOBS program helped you *(insert response to IV.4.a.)*?

IV.5. What part of the JOBS program do you think has helped you the most?

☐ ☐ ☐ ☐ ☐ ☐

IV.6. How worthwhile was the program as a whole?

☐

IV.7.a. Have you had any problems with the program?

☐

IV.7.b. What kind of problems did you have?

☐ ☐ ☐

IV.8. Overall, how well do you think your JOBS caseworker helped you with your participation in the JOBS program? ☐

PARTICIPATION COMPONENT TABLE

IV.9.a. Activity code	**IV.9.b.** Learn enough?	**IV.9.c.** Worthwhile?
☐	☐	☐
☐	☐	☐
☐	☐	☐
☐	☐	☐
☐	☐	☐

IV.10.a. Are/Were you getting help with transportation through the JOBS program? ☐

IV.10.b. Why aren't/weren't you receiving any help with transportation? ☐

IV.11.a. Are/Were you able to go to all of your JOBS classes and activities? ☐

IV.11.b. Why not? ☐ ☐ ☐

IV.11.c. Did you miss enough classes/activities so that someone from DHS or TEC had to contact you about your attendance? ☐

IV.11.d. What did the welfare office do when they found out you weren't able to attend all of your JOBS classes and activities? ☐ ☐

IV.11.e. What do you think the welfare office would do if you started skipping all of your JOBS classes and activities? ☐ ☐ ☐

IV.12. If you could pick any job for yourself right now, what kind of work do you think you would like to be doing? ☐

IV.13. What type of work do/did you expect the JOBS program will/would help you get? ☐ ☐

IV.14. What wage do/did you expect you will/would be able to earn after finishing the JOBS program? ☐

IV.15.a. How do you think the JOBS program has affected your family?

☐

IV.15.b. Please explain.

IV.16.a. Do you think that your children and family would have been better off or worse off if you never participated in the JOBS program?

☐

IV.16.b. Please explain.

V. SELF SUFFICIENCY

V.1. What would you say is preventing you from finding a job right now?

☐ ☐ ☐

V.2. Have you been able to earn enough by working so that you are able to live without any kind of outside help?

☐

V.3. How much do you think you would need to earn from working so you could live comfortably without any outside help?

☐

V.4. What about benefits? What kind of work benefits would you need in addition to the wage you mentioned? *(List in order of importance if possible)*

1.____☐____
2.____☐____
3.____☐____
4.____☐____
5.____☐____
6.____________
7.____________
8.____________

0. none
1. health
2. dental
3. life
4. retirement
5. vacation
6. maternity
7. unemployment
10. Worker's Comp
11. sick leave
12. other
9. DK

V.5.a. How is your life when you have a job compared to when you don't have a job?

☐

V.5.b. Why would you say your life is *(insert answer to V.5.a.* when you don't have a job?

V.6. Lets say that you are able to find a job that pays more than minimum wage and you no longer receive welfare, what do you imagine you life would be like? ☐

VI. INTERGENERATIONAL WELFARE

VI.1. What do you think is the most important thing you could do so that your children never need to rely on welfare?

☐ ☐ ☐ ☐

VI.2. How do you think the JOBS program has helped so that your children never need to rely on welfare?

☐ ☐ ☐

VI.3. Is there anything else you want to tell me about the JOBS program, your experiences in trying to find a job, or any other changes in your life since the last time you spoke to us? I want you to have a chance to tell me about anything that you've been thinking about and share any good or bad experiences you've had since you started the JOBS program.

Information Gathered from Respondent's JOBS Case File

I.D. Number: ☐

Is spouse living with client? ☐ 1 = yes 2 = no

Date of birth of client ☐

Date(s) of birth of children	☐
☐	☐
☐	☐
☐	☐

SL: 1 2 3 4 ☐

Client # ☐

Case # ☐

Exemptions ☐

SSN ☐

EXEMPTIONS:

0 (M) = non-exempt
1 (A) = age 15 or younger
2 (F) = age 60 or older
3 (B) = age 16, 17, or 18 & attending school FT
4 (G) = parent of children under age 3 who personally provides care for the children
5 (R) = relative of children under age 3 who personally provides care for the children
(EXCEPTION: a custodial parent under age 20 who has not completed high school
6 (H) = needed at home to care for an ill or disabled member of the household
7 (D) = Temporarily disabled as verified by DHS eligibility staff
8 (E) = Permanently disabled as verified by DHS eligibility staff
9 (P) = employed or self-employed at least 30 hours per week or receiving
earnings equal to 30 hours/week multipled by minimum wage
10 (I) = too remote from available employment or training resources which
would preclude effective participation
11 (S) = FT volunteer for VISTA
12 (U) = AFDC-UP client who is in the medical assistance only period
13 (T) = 3 through 9 months pregnant
14 (V) = ?

JOBS participation

1=Basic Education
2=Job Skill Training
3=Job Readiness Training
4=Individual job search
5=Group job search
6=OJT
7=Self-initiated activities
10=Community/Volunteer work
11=Survival skills
12=Life skills
13=STEPS
14=Post secondary education
15=Employment

Activity	Reason for Not Finishing
☐	☐
☐	☐
☐	☐
☐	☐
☐	☐
☐	☐
☐	☐

1 = in progress
2 = no longer eligible for JOBS
3 = still JOBS eligible, but with good cause for not participating
4 = mandatory client not participating request sent for sanction
5 = client takes exemption for case closure
6=exempt client no longer interested in participation
7=became employed
10=other

Child Care

Type of care	self-arranged?
☐	☐
☐	☐

1 = yes
2 = no

CHILD CARE CODES:

1. Licensed child care facility, full day
2. Licensed child care facility, half day
3. Licensed child care facility, evenings
4. After school care facility
5. Youth camp/Day camp facility
6. Leave children with family members in another home
7. Leave children with family members in my home
10. Leave children with friends/neighbors in another home
11. Leave children with friends/neighbors in my home
12. Spouse takes care of children full time
13. No regular source of child care
14. Parent stay with children
15. Other (specify)
8. DWTA
9. DK

Employment

Type work	Hrs/week	wage/hr	Duration (months)
☐	☐	☐	☐
☐	☐	☐	☐

Training and Education Accomplishments

☐
☐
☐
☐

0. None
1. Begin Basic/Remedial (literacy, ABE,ESL)
2. Grade level/basic skills achievement
3. Begin GED
4. Attain GED
5. Begin skill training
6. Finish skill training (specify type)____________________
7. Begin post secondary education classes
8. Complete post secondary degree

☐ (enter 5 digit occup. code)

Occupational Goal ____ ☐ ____ (enter 5 digit occup. code If no occupation is specified, use 0)

Data Entry Matrix for Chronology

1 = yes
2 = no

	Open JOBS case	Active JOBS participant	Sanction	Good Cause	Received AFDC	Employed	Received JOBS child care	Received transitional benefits
Jun92	☐	☐	☐	☐	☐	☐	☐	☐
Jul92	☐	☐	☐	☐	☐	☐	☐	☐
Aug92	☐	☐	☐	☐	☐	☐	☐	☐
Sep92	☐	☐	☐	☐	☐	☐	☐	☐
Oct92	☐	☐	☐	☐	☐	☐	☐	☐
Nov92	☐	☐	☐	☐	☐	☐	☐	☐
Dec92	☐	☐	☐	☐	☐	☐	☐	☐
Jan93	☐	☐	☐	☐	☐	☐	☐	☐
Feb93	☐	☐	☐	☐	☐	☐	☐	☐
Mar93	☐	☐	☐	☐	☐	☐	☐	☐
Apr93	☐	☐	☐	☐	☐	☐	☐	☐
May93	☐	☐	☐	☐	☐	☐	☐	☐
Jun93	☐	☐	☐	☐	☐	☐	☐	☐
Jul93	☐	☐	☐	☐	☐	☐	☐	☐
Aug93	☐	☐	☐	☐	☐	☐	☐	☐

Appendix E
Data Sources for JOBS Program Costs

There were several sources for JOBS cost data. DHS provided an unpublished breakdown of FY 1991-1993 expenditures for the JOBS program based upon the FSA-331 report and PAC allocations. Component participation hours and payments to contractors for component and service provision, as well as to JOBS participants child care, transportation reimbursements, and work related expenses was provided on the JOBS participation data file and JOBS expenditure files. Publicly available information on other expenses contained in *DHS's 1992 Annual Report* and *DHS at a Glance* (1992) was also used.

The Texas Department of Commerce provided PY 1992 Expenditure and Performance Reports. The Texas Education Agency provided unpublished cost and participation information by Adult Education Cooperative. Participation and expenditure information contained in *The 1992 Statistical Report* from the Texas Higher Education Coordination Board and in *Snapshot '92* from the Texas Education Agency were used to estimate costs of high school and community college education.

The costs presented in Section VII are thought to accurately reflect the costs of participating in the Texas JOBS program; however, modifications to current accounting practices would make the measurement of costs easier and more accurate. Publicly available cost data is seriously lacking in detail and consistency for both DHS and TEA. Various reports give dramatically different estimates of DHS expenditures. Some of this variation is due to revisions, but the majority is due to a lack of standardized reporting practices. Expenditure information is available only in very broad categories (i.e., program Administration and Program Delivery). Further disaggregation of costs would allow better assessment of the appropriate use of funds (for example, a separation of case management and component delivery expenses). There is currently no reliable method for this type of allocation. The data system in place for recording JOBS participation did not allow entry of the provider for non-contracted services. This is an obvious oversight. The only available information from TEA was the total expenditures and total number of JOBS students served by Cooperative. No distinction was made even between administrative and instructional costs. The information on participation and outcomes from TEA was of little use due to broad aggregation and ambiguity in the categorization scheme. JTPA did provide detailed participation, cost and outcomes measures, although the participation and fiscal data were somewhat disjointed, i.e., SDAs are numbered and named differently in the two systems and training expenses are not categorized as participation measures are.

Appendix F

List of Field Contacts

The following administrators and staff from JOBS partner agencies provided assistance for the 1992 and 1993 site visits and the participant perception survey. Specific contributions ranged from data collection and logistical assistance to participation in extensive interview sessions. Individuals whose names are followed by "Δ" contributed to both rounds of field work; individuals whose names are followed by "†" contributed to the FY 1993 field work; and individuals with no symbol following their name contributed to the FY 1992 field work only. The JOBS evaluation would have been impossible without the valuable assistance of these individuals and their respective agencies.

Angelina/Nacogdoches Counties

Texas Department of Human Services

- Steve Childerss, CSS Regional Director Δ
- David Sanford, Program Manager, Contracts Δ
- Ernest Shinn, Program Manager Δ
- Karen Swenson, JOBS Supervisor Δ
- Sharon Hough, Eligibility Specialist
- Marilyn Wittmann, Case Manager Δ
- Elizabeth Carol Cotton, Case Manager Δ
- Debi Butler, Case Manager †
- Sherri Harris, Case Manager †
- Barbara Columbus, CCMS Contract Manager

Texas Employment Commission

- Charles C. Rutherford, Regional Director Δ
- Mary Willey, Assistant Regional Director
- Bobbie Twohig, Area Manager Δ
- Ray Fore, Area Manager Δ
- Maria Kassabaum, Employment Supervisor Δ
- Minnie Bogdany, Employment Interviewer Δ
- Mary Henderson, Employment Interviewer Δ

Deep East Texas Council of Governments

- Walter Diggles, Executive Director Δ
- Betty J. Brown, JTPA Program Director Δ
- Dora Howard, Assessment Coordinator Δ

East Texas Adult Education Cooperative

- Bob McMakin, Director, Cooperative of Adult Education Programs †
- Billy Watson, Director, Cooperative of Adult Education Programs
- Bob Quillin, Director, Lufkin Adult Learning Center Δ
- Brigitte Stachurski, Assistant Director, Lufkin Adult Learning Center Δ
- Billie Smith, Director, Nacogdoches Adult Learning Center Δ
- Tina Blackshire, Instructor, Nacogdoches Adult Learning Center †

Teen Parent Program / Nacogdoches ISD
Ruth McCoullough, Director

East Texas Support Services
Don Brodnax, Executive Administrator
Denise Kelly, CCMS Director
Larry Hunting, CCMS Director Δ
Bruce Brodnax, MIS Specialist †

Bexar County

Texas Department of Human Services
Marjorie M. Fortner, Deputy Regional Administrator
Thomas Dickens, Regional Director Δ
Barbara Ford Young, Regional Director for Community Resources Δ
Pam Sonnen, Section Manager, Program Support
Mary E. Beals, Program Manager, Contracts Δ
Frank Lisle, JOBS Contract Manager
Mary Jennings, CCMS Contract Manager
Joe Castillo, CCMS Contract Manager †
Joyce Kenneally, Survival Skills Supervisor †
Lydia Garza, Acting Manager for Survival Skills
Yolanda Torres, Interagency Coordinator Δ
Jerry Melcher, Child Development Specialist
Vicki Reese, Volunteer Coordinator
Mary Thompson, Special Projects Δ
Paul Jensen, Employment Policy Case Analyst Δ
Joe Holtermann, Program Manager Δ
Jo Ann Minfee, Program Manager Δ
Grace Mosier, Program Manager †
Sandra Russ, Program Manager
Sharon Lakey, Program Manager
Patricia Edwards, Program Manager
Homer Gonzalez, for Gilbert Perales, Program Manager
Valentín Cantu, Unit Supervisor Δ
Carolyn Chatham, Unit Supervisor Δ
Dolores Garcia, Unit Supervisor Δ
Elvira Wheeler, Unit Supervisor Δ
Blanca Geghardt, Unit Supervisor †
David Hallman, Eligibility Supervisor †
George Denton, Unit Supervisor
Pat Wood, Unit Supervisor
Mershell W. Zacharie, Unit Supervisor
Isabel Martinez, Case Manager Δ
Hermine Herrera, Case Manager Δ
Vicky Martinez, Case Manager Δ
Elisena Mata, Case Manager Δ
Hilda Valdez, Case Manager †
Bill Snyder, Case Manager †
Alext Alvarez, Case Manager †
John Lozano, Case Manager †
Lori Higenbotham, Case Manager †
Dominga Castanuela, Case Manager †

Cheryl Harding, Case Manager †
Karen Bradley, Case Manager †
Bill Snyder, Case Manager †
Tony De la Viña, Case Manager
Maureen Johnson, Case Manager
Mr. Flores, Case Manager
Mr. Pena, Case Manager
Ms. Nieberding, Case Manager
Mr. Lacky, Case Manager

Texas Employment Commission
Velma Burkham, Regiuonal Director †
Pamela Riley, Employment Supervisor †
Beverlin Williams, Supervising Interviewer
Kathy Villalobos, Employment Interviewer †
Lily Stanfield, Employment Interviewer †

MAXIMUS, Inc.
Robert "Sam" Tesson, Center Manager
Larry Jackson, Employment Manager
Irma Brooks, Case Manager
Steven Hatch, Case Manager
Sheila Y. Moore, Case Manager
Isabel Muñoz, Case Manager

Region XX Education Service Center
Silverio Cuellar, Director, Adult Education Programs Δ
Rene Coronado, Coordinator †
Mara Atkinson, Instructor
Hiram Guevara, Instructor

Northside Independent School District
Martha Mead, Director, Adult Education Programs
Cathy Rhudy, Adult Education Coordinator/JOBS Program Manager Δ
Alesia Van Ess, Instructor

North East Independent School District
Arline Patterson, Director, Adult Education Programs Δ
Evelyn Taylor, Adult Education Coordinator Δ

City of San Antonio
Kevin Moriarty, Director, Department of Community Initiatives Δ

JTPA
Eric Aikens, Executive Director, Alamo PIC, Department of Community Initiatives Δ

CCMS
Cindy Shoenmakers, Director CCMS, Department of Community Initiatives Δ
Melissa Williams, Client Services Coordinator †
Ricardo Ramirez, Client Services/MIS Specialist Δ

San Antonio "70001" Education and Employment Services
Arturo Suarez, Program Director †

Pamela Solitaire, Education Coordinator †

San Antonio College/Alamo Community College District
Richard Oliver, Director, Academic Support Services Δ

Texas A&M Engineering Extension Center/San Antonio Training Division
ΔJack Waldron, Pre-employment Training Coordinator Δ
Margaret Halsema, Counselor

Hidalgo County

Texas Department of Human Services
Ernesto Vasquez, Deputy Regional Administrator
Paul Ebrom, CSS Regional Director †
Adolfo Reyes, Former CSS Support Director
Rogelio Fuentes, CSS Support Director †
Javier Gonzalez, CSS Support Manager †
Dalia Longoria, Program Manager Δ
Arlene Rhodes, Former CCMS Contract Manager
Agapito Vargas, CCMS Contract Manager †
Cesar Sotelo, DHS/CCMS Liaison †
Dana Anthony, Child Development Specialist
Inocente Gutierrez, Unit Supervisor Δ
Juan Najera, Unit Supervisor Δ
Gregorio Ayala, Unit Supervisor †
Cipriano Castañeda, Eligibility Supervisor †
Lydia Munoz, Case Manager Δ
Robert Rutledge, Case Manager †
Cynthia Tamez, Case Manager Δ
Gloria Trevino, Case Manager Δ
Mary Robles, Case Manager †
Victoria De La Fuente, Case Manager †
Carmen Guillen, Case Manager †
Ponciano Martinez, Case Manager †
Sylvia Mendoza, Case Manager †
Sally Ghariani. Case Manager
Maria L. Gomez, Case Manager
Jose Hernandez, Case Manager
Joseph P. Hogan, Case Manager
Jose Cortez, Case Manager
Angeline Longoria, Case Manager
Annie Tellez, Survival Skills Facilitator

Texas Employment Commission
Tyner W. Little, Regional Director
Polo Leal, Program Specialist Δ
Ramon Torres, Area Manager †
Rosa Cavazos, Area Manager †
Rachel Noyola, Employment Supervisor Δ
Ed Ferrero, Employment Supervisor Δ
Glenda Lee, Supervising Interviewer Δ
Robert Olivares, Supervising Interviewer †
Frank Lopez, Employment Interviewer †
Elva de la Garza, Employment Interviewer †

Frances Laguna, Employment Interviewer
Rebecca de la Garza, Employment Interviewer

Region I Education Service Center

Noe B. Calvillo, Program Director Δ
Albert Champion, Adult Education Specialist Δ
Mary Daft, Adult Education Specialist †
Safar Gerabagi, Staff Specialist for Instruction, Curriculum, and Staff Training

Hidalgo County Department of Community Affairs

Carol West, JTPA Program Director †
Melly Moroles, Assistant Director †
Frank Garcia, Field Operations Coordinator
Rudy Zamora, Administrative Assistant for Field Operations

Texas Migrant Council

Oscar Villarreal, Executive Director
Raphael Guerra, CCMS Director Δ
Nestor Atkinson, Assistant Director CCMS Δ
Cruz Esquivel, Client Services Supervisor †
Jaime Pena, Client Service Representative
German Rivera, Client Service Representative
Ana Rodriguez, Client Service Representative
Elvira Fraga, Client Service Representative

Tarrant County

Texas Department of Human Services

Linda Franco, Deputy Regional Administrator
Gregg Saxton, CSS Regional Director †
Ethel Crear, CSS Support Director Δ
Steve Anderson, JOBS Contract Manager †
Jean Threlkeld, CCMS Contract Manager Δ
Jeanne Clark, Program Manager Δ
Candice Mallard, Program Manager Δ
Ruth Ann Hall, Program Manager Δ
Sherri Matthews, Program Manager
Van Williams, Program Manager
Mike Winton, Program Manager
Sally Cabanski, Unit Supervisor †
Cynde Stansberry, Unit Supervisor †
Janice Kindles, Case Manager Δ
Carolyn Davidson, Case Manager Δ
Sheila McCloud, Case Manager Δ
Kayla Adams, Case Manager Δ
Kathy Sikes, Case Manager †
Julio Torres, Case Manager †
Virginia Talbot, Case Manager †
Cindy Zimmerman, Case Manager †
Jessie Bass, Case Manager †
Jean Bowser, Case Manager
Carolyn Campbell, Case Manager †
Celest Stutts, Eligibility Worker †
Glenda Pearson, Unit Secretary

Texas Employment Commission

- I.V. Ferguson, Regional Director †
- Zelma S. Batie, Regional Director
- Althea Bean, Area Manager †
- Dave Wilson, Program Specialist
- El Wanda Grogan, JOBS Coordinator Δ
- Rhoda Skaggs, Lead Employment Interviewer
- Rachel Garcia Rosales, Employment Interviewer Δ
- Bob Galagher, Employment Interviewer Δ
- Vicki Fishburn, Employment Interviewer †
- Ron Smith, Employment Interviewer Δ
- Dedra Hall, Employment Interviewer
- Jackie Poole-Austin, Employment Interviewer
- Vivian Thomas, Employment Interviewer
- Kathy Means, Employment Interviewer

Tarrant County Employment &Training Administration

- Judy McDonald, Executive Director, Balance of Tarrant County PIC Δ
- Brenda Harrist, Program Specialist, Tarrant County E&T Administration Δ

Ft. Worth Consortium: The Working Connection

- Joe Warren, Associate Director, Fort Worth Consortium PIC Δ
- David Lozano, Supervisor of Operations Δ
- Eugene Merrit, Supervisor of Intake and Eligibility

Fort Worth Independent School District Adult Education Center

- Jesse C. Cummings, Program Director Δ
- Lynette Murphy, Adult Education Coordinator Δ
- Nancy Wilson Webb, Supervisor and Co-op Director †
- Charlie Beasley, Riverside Learning Center Director

Day Care Association of Fort Worth and Tarrant County

- John Widner, Executive Director Δ
- Alice DeMent, CCMS Coordinator
- Alyssia Witkowski, CCMS Director, North Central Texas SDA Δ